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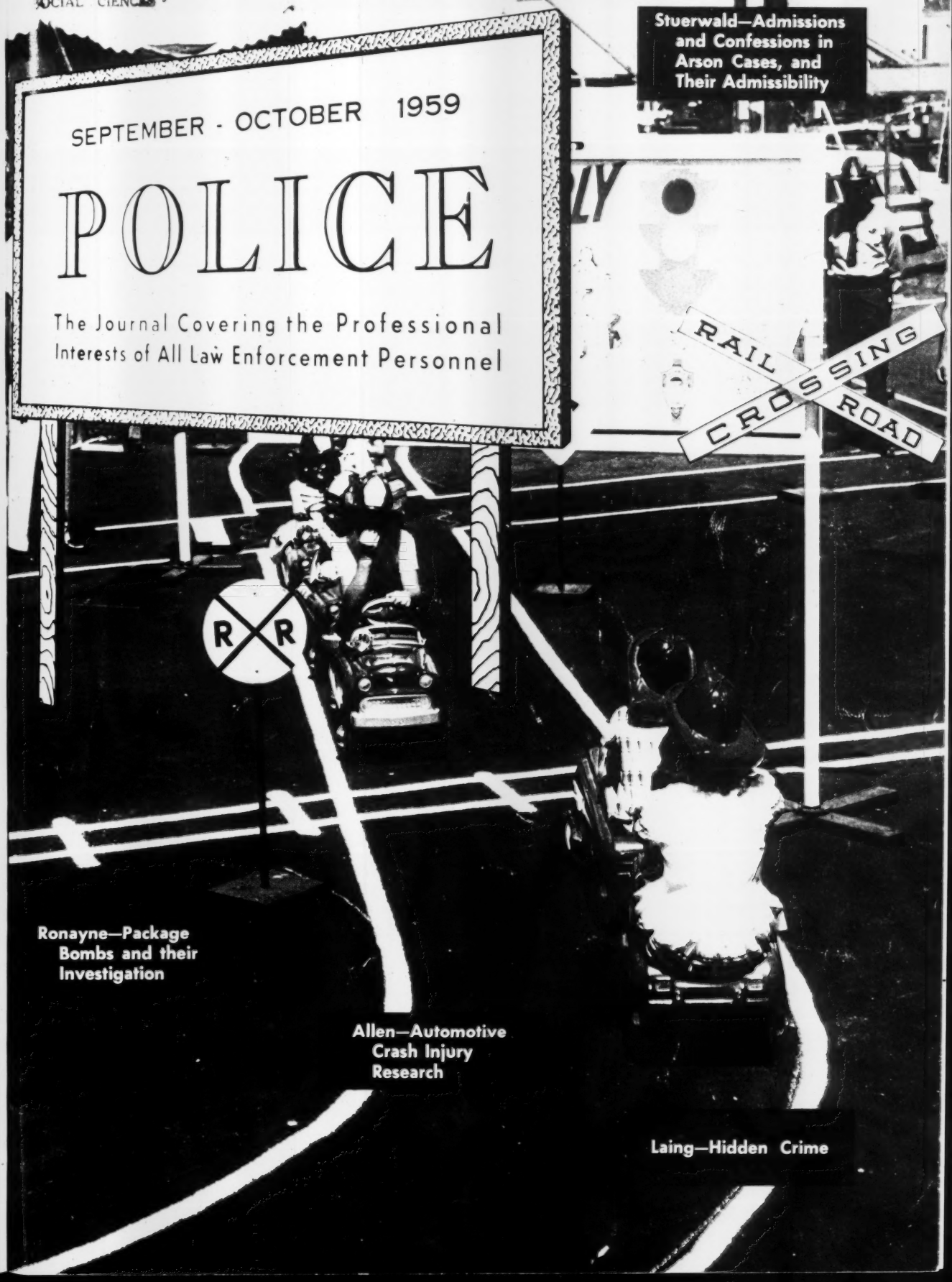
SEPTEMBER - OCTOBER 1959

POLICE

The Journal Covering the Professional Interests of All Law Enforcement Personnel



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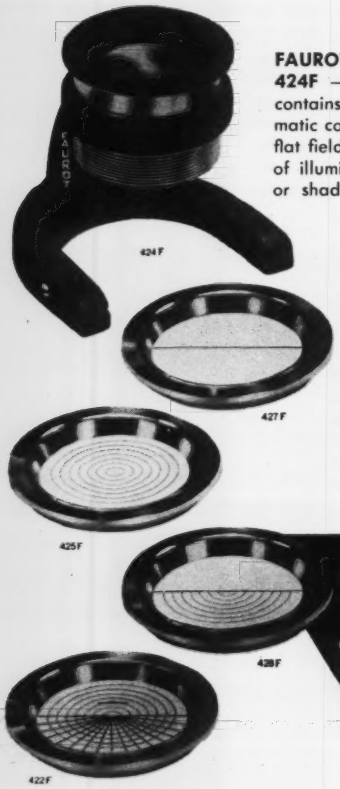

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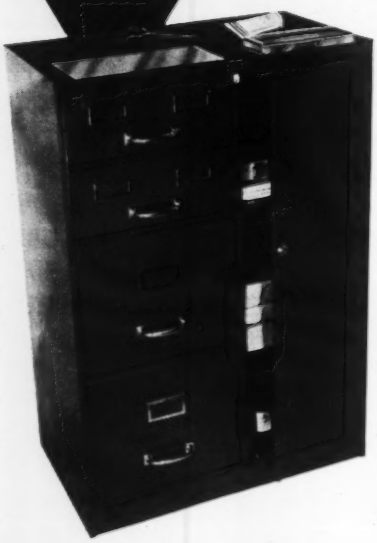

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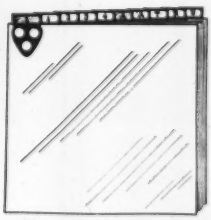

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CONTENTS

Article	Page
Package Bombs and Their Investigation—*John A. Ronayne*	6
Lest We Forget—*Robert Sheehan*	14
Where Is 7 Hubert Street?—*Robert R. J. Gallati*	19
Hurdles to Professional Police Competence—*A. C. Germann*	26
The One-Man Patrol Car—*Richard T. Runyan and F. Samuel Ostertag*	29
Underworld English—*J. E. Schmidt*	31
Teaching Law to Law Enforcers—*Richard A. Myren*	32
POLICE PERSONNEL PROBLEMS The Mental Miasma—A Police Personnel Problem—*Robert D. Dyas*	35
COMBAT SHOOTING—*Edited by Paul B. Weston* Hide-Out Holster Builder—*Paul B. Weston*	39
THE POLICE COMMUNICATION SYSTEM—*Edited by Robert A. Mason*	43
INTERNATIONAL ASSOCIATION OF ARSON INVESTIGATORS Admissions and Confessions in Arson Cases and Their Admissibility—*John E. Stuerwald*	46
KNOW YOUR LAW—*Edited by Francis C. Sullivan* Wire Taps—*Francis C. Sullivan*	51
What Did He Say?—*Mario Pei*	54
Hidden Crime—*Philip P. Laing*	58
POLYGRAPH AND INTERROGATION—*Edited by Robert D. Steel* Polygraphy as a Profession—*Fred W. Nicol*	61
IN CASE YOU'RE TRAFFIC MINDED Automotive Crash Injury Research—*Robert J. Allen*	64
STATISTICS FOR POLICE EFFICIENCY City Crime Index—*John I. Griffin*	69
The Story of Kiddie Car Safety at the Illinois State Fair—*Robert A. Campbell*	72
Interesting and Unusual Cases—Then and Now—*Malachi L. Harney*	74
BOOK REVIEWS—*Edited by William Dienstein*	78
NEWS AND ANNOUNCEMENTS	80

Regular Departments

KNOW YOUR LAW—A special section of POLICE devoted to legal questions of direct concern to every police officer. See page 51.

COMBAT SHOOTING—Concerning the proper care and use of the police officer's "professional tool." See page 39.

IN CASE YOU'RE TRAFFIC MINDED—For all who are interested in one of the police officer's major problems. See page 64.

ARSON INVESTIGATION—POLICE is the official Journal of the International Association of Arson Investigators, Inc. See page 46.

POLYGRAPH AND INTERROGATION—POLICE is the official Journal of the Academy for Scientific Interrogation. See page 61.

THE POLICE COMMUNICATION SYSTEM—A regular feature presented under the auspices of Associated Police Communication Officers, Inc. Pg. 43.

STATISTICS FOR POLICE EFFICIENCY—An important subject for all modern-day police administrators and those concerned with report writing. See page 69.

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Package Bombs and Their Investigation

By Deputy Inspector John A. Ronayne

EDITOR'S NOTE: *No more hazardous or responsible task confronts the police than the investigation of a suspected bomb package and nowhere is information more vital concerning the investigative methods to be used. Inspector Ronayne has rendered a real service to the field in making available the following article, written exclusively for* POLICE, *dealing with the techniques and procedures to be followed in this type of investigation.*

The Inspector entered the New York City Police Department in 1940 as a patrolman and served in that capacity until he was recalled to active duty in the Army as a reserve officer in 1941. He was on assignments in the United States, the South Pacific and the Philippine Islands in the Artillery and Military Police, attaining the rank of Major. He returned to the Police Department in 1946, where he served on patrol duty as a patrolman and subsequently as Sergeant. Later assignments included service in the Police Department Legal Bureau as a Sergeant and Lieutenant, Desk Lieutenant in a Patrol Precinct, Supervisor of plainclothes patrolman, Trial Counsel in the Department Trial Room, Commanding Officer of the Hack Investigating Squad in the Division of Licenses, Commanding Officer of the Cabaret Bureau and finally as Executive Officer.

Inspector Ronayne also served in the Detective Division as Commanding Officer of the Central Investigation Bureau and the Bureau of Special Service as well as in his present command, the Commanding Officer of the Bureau of Technical Services embracing the Police Laboratory, Ballistic Squad, Bomb Squad, the Bureau of Criminal Identification, the Photographic Unit and the Correspondence Bureau of the New York City Police Department. The author graduated from Fordham College in 1937 with the B.S. degree and holds the LL.B. degree from Fordham Law School and the degree of Master of Public Administration from the Graduate School of New York University and he is currently completing the requirements for the LL.M. degree at the same institution.

THE current wave of social unrest in various parts of the country has been marked by the increased use of the fanatic's weapon—the time bomb. Racial extremists, labor racketeers, political zealots, saboteurs, and a wide assortment of other criminals and cranks find in the time bomb a medium of expression for their feelings and a means of inflicting punishment. The catastrophic explosion, resulting in wholesale death and mass wreckage, is the fulfillment of the "bomber's" dream.

Police departments, however, are not in the business of interpreting crackpot dreams; they must deal with the reality of the bomber and his deadly instrument. Even the threat of a bomb must be met by swift and appropriate police action. Although the fake bomb scare is a common occurrence, police records show that certain types of criminals reveal their intentions of planting a bomb by sending threatening letters or telephoning the prediction of a explosion. Police planning must establish a general procedure for dealing with bombs and bomb threats. When the attention of a police officer is brought to a suspected package, he should be able to follow an established procedure which will reduce personal injury and property damage to a minimum.

To the present generation of law enforcement officers the recent bombings associated with racial and religious issues present a new problem. An older generation of policemen, however, will recall a number of similar incidents that shocked the public and puzzled police officials. In New York, legends have grown around such cases as the "Wall Street Explosion," "the World's Fair Bomb," and "the Mad Bomber." Bombings and bomb scares have occurred with sufficient frequency to justify the establishment within the New York Police Department of a special squad assigned to deal with these matters. The Bomb Squad is a unit of the Bureau of Technical Services, a subdivision of the Detective Division.

At present the Bomb Squad consists of eight detectives supervised by a sergeant. Operating on a twenty-four hour a day schedule and equipped with special apparatus for the examination and neutralizing of bombs, this unit is prepared at all times to respond immediately to the scene of a suspected bomb or an explosion. The Bomb Squad detectives are specially trained in the techniques of handling suspected bombs and in the methods of investigating bomb cases.

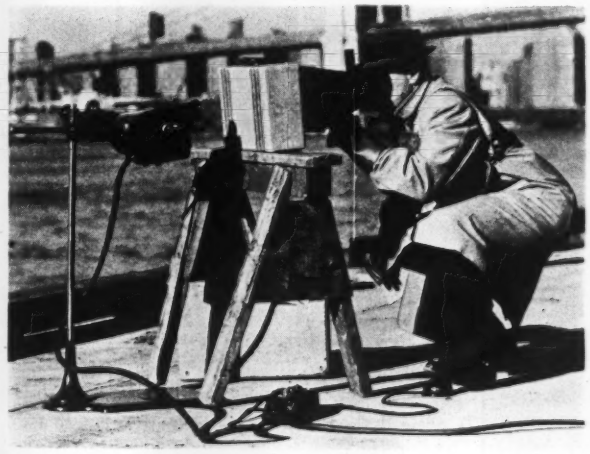
Actually the function of the Bomb Squad is much broader than this. Originally the Squad was set up in 1914 to prevent acts of violence by anarchists and blackmailers. During the passage of years the Squad was to broaden its function to provide protection against such persons as saboteurs; bootleggers enforcing jurisdictional claims; racketeers employing the bomb as an extortion weapon; radicals, including the *agent provocateur,* the homegrown political agitator, and the extreme anti-capitalist.

An example of the last is the infamous Wall Street Explosion of 1920. The explosives were concealed under a load of materials in a horse and wagon left in front of the New York Stock Exchange. Horse, wagon, and pedestrians in the vicinity were blown up in the ex-

Address: Deputy Inspector John A. Ronayne, Commanding Officer, Bureau of Technical Services, New York City Police Department, New York 13, N. Y.

plosion which caused a death toll of 37 innocent bystanders.

The days of Prohibition and racketeering saw the extensive use of the bomb as a punitive weapon, designed to destroy the property of speakeasy operators, storekeepers or other small businessmen. A more dangerous type of bombing was encountered on July 4, 1940, in the British Pavilion of the New York World's Fair. An unattended suitcase had been observed on the premises. When it was noted that a ticking sound was emanating from the mysterious container, the police were summoned. The police, including the Bomb Squad, arrived in time to remove the suitcase from the premises, but could not prevent the explosion. The bomb, consisting of a detonator and 24 sticks of dynamite, exploded in the hands of the detectives, in an area away from the Pavilion. Two members of the Bomb Squad were killed and one permanently injured. Four other detectives were also injured.



Fluoroscoping to detect shadow outline of explosive device.

Almost an acre of ground was examined and sifted in an effort to piece the bomb together. From the recovered fragments it was possible to reconstruct the infernal machine in its entirety. Unfortunately each of its components (with the exception of the explosives) could be bought at ordinary stores in many cities throughout the country.

As a result of this tragedy Bomb Squad procedures were revised and modern methods of examination and protection were introduced. The procedure now provided for the following operational steps; 1) Evacuate the area; 2) Immerse the suspected package in oil to stop any clock mechanism; 3) Listen by means of a microphone for the cessation of the ticking; 4) X-ray the package; and 5) Arrange for disposition on the basis of the x-ray findings. In addition to equipping a Bomb Squad station wagon for these functions, a trailer truck was acquired by the Police Department—with a trailer body constructed of steel mesh which could safely transport

Bomb Squad Detectives equipped with protective armor remove a suspected bomb.

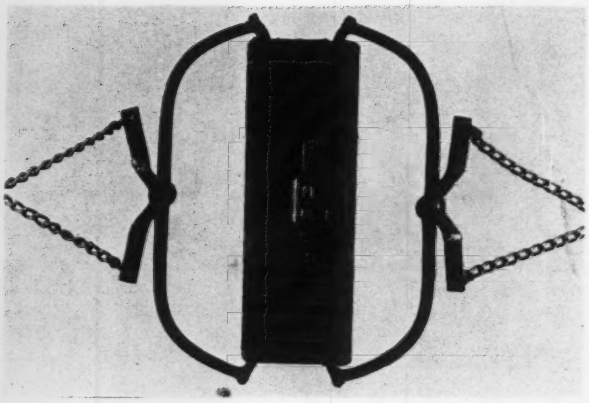
the suspected package to an isolated site for demolition.

Further improvements in equipment and procedure were introduced during the period of the Mad Bomber, who planted more than thirty small pipe bombs at various places in the city. A protective garment, equivalent to a bullet-proof vest, was devised for the use of the Bomb Squad detective approaching a suspected package. To further protect vital areas, he was given a protective helmet shielding his entire head except for two narrow eye slits. Since the Mad Bomber's product was quite small and compact, another logical development was the Portable Bomb Carrier, a container two feet long, constructed of a double layer of steel mesh, in which a small explosive device such as a pipe bomb could be carried from the scene. In the event of an explosion, this device would permit the gases to escape while arresting and retaining the deadly fragments. It was a miniature version of the Bomb conveyor.

BOMB SQUAD FUNCTION

Although the present treatment concentrates on the most difficult duty of the Bomb Squad, namely, the handling of a "suspected package," the function of this unit is much broader in scope. The Squad is responsible for the handling and disposition of all types of explosives which are found unattended, misplaced, or possessed without authorization. Thus, articles such as grenades and military shells which are so commonly kept as war souvenirs must be handled by the Squad. Sometimes these shells and grenades are not empty and harmless as supposed. They are frequently abandoned in a vacant lot or in a trash can, where their danger to children is obvious.

Currently, the most serious explosives problem of the Bomb Squad is the mushrooming of the home-grown rocket industry. The ingredients of an explosive or a simple propellant can be purchased at any pharmacy.



Tritongs affixed to suspicious package.

When these constituents are mixed by amateur hands, a serious hazard exists. The screwing down of a cap or the tamping of a charge can generate sufficient friction to initiate an explosion in the hands of the juvenile rocketeer. Several firms have placed on the toy and hobby market prepared rocket kits in which the explosive constituents are provided together with detailed instructions for the mixing of the chemicals and the assembling of other components, thus unconsciously contributing to the possibility of such accidents. During the last year there was a period when scarcely a week went by without a report of serious injury, often permanent maiming, to a teenager.

THE SUSPECTED PACKAGE

The disguised bomb, that is, the suitcase or parcel concealing a bomb, provides the most serious challenge to the Bomb Squad. A bomb of this nature may be incendiary or explosive in nature; its objective may be the death of an intended victim or the destruction of property. The following treatment will concentrate on the explosive type of bomb. They will ordinarily have three basic components: a delay mechanism; an initiator; and the main charge.

Delay Mechanism—To provide time to withdraw safely and establish an alibi a delay mechanism is introduced either in the form of a trigger that can be set off by the victim's action or a time delay device such as a clockwork mechanism.

Where the target is an individual the trigger, or in general, the "victim-activated" bomb is commonly used. A package bomb, for example, can be devised so that when the addressee removes the wrapper the bomb will be detonated. Sometimes the package is misaddressed with tragic results to postal employees. In a Kentucky post office, a substitute mail clerk, seeking to find a clue to the correct address, opened such a package and was injured mortally, both hands being blown off and his face severely lacerated.

The clockwork delay device is used against a variety of targets—public buildings, homes, and even airplanes. Near Quebec City, Canada, a giant airliner was blown out of the skies with a loss of all passengers by a time bomb concealed in a suitcase. To rid himself of his wife and collect her insurance, the perpetrator had persuaded a clockmaker to build a delay device for a time bomb that was to be concealed in a valise. The concealed bomb was placed in the airliner on which the victim had booked passage and exploded during the flight.

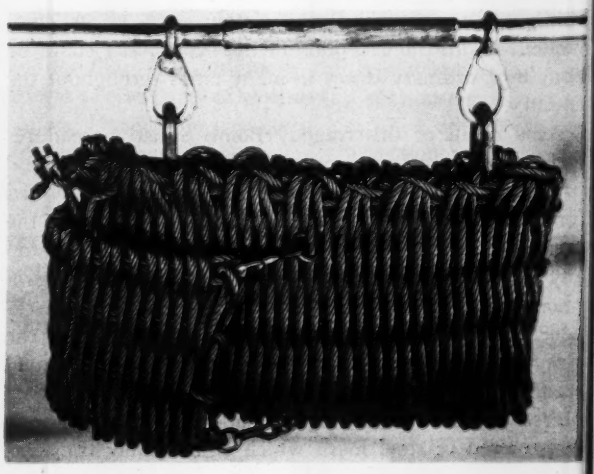
Initiator—To insure complete and efficient initiation of the main charge, a second component, the initiator must be provided, usually in the form of a blasting cap. Heat, friction, and electrical energy are the means of detonating the cap.

The automobile is favored by many criminals for planting a bomb, since both electrical and mechanical energy can be provided by the victim's action. A key witness in a new Haven, Conn., robbery, after defying several threats against his life, was killed as he entered his car and turned the ignition switch. A bomb had been connected to the ignition system.

Sometimes mechanical energy is employed to trigger the car bomb as in the case of a Jersey City union official who became the victim of an explosion when he stepped on the clutch of his car preparatory to starting. A hand grenade had been arranged in the understructure so that depression of the clutch would pull a string attached to the pin.

Main Charge—The explosive material itself is usually found in the form of dynamite, T.N.T., or black powder. Although the first two are the more powerful explosives, black powder or nitrocellulose gun powder obtained from shotgun or rifle cartridges is a common low-order explosive available in areas where dynamite is not easily obtained. When black powder is encased in metal, as in a pipe bomb, considerable force can be developed by the charge and severe injury can be inflicted by the fragmented parts.

Portable bomb carrier.



Effect of an explosion on a store building.

PROCEDURE FOR SUSPECTED PACKAGES

The procedure used by the New York Police Department in dealing with suspected packages can be divided into three logical stages. In the first phase, notification and evacuation of the area are accomplished by the first officers on the scene. Next, the Emergency Service Squad (called the "Rescue Squad" in some communities attempts to neutralize the bomb by immersion in oil and aids in evacuation measures. Finally, the Bomb Squad attends to the examination, removal and destruction of the bomb. In smaller police departments, these various duties can be performed by a single group, with an experienced officer performing the Bomb Squad duties.

Bomb Conveyor. Layers of meshed cables prevent the escape of exploded fragments.

Immediate Police Action—*(First Officers at Scene)*

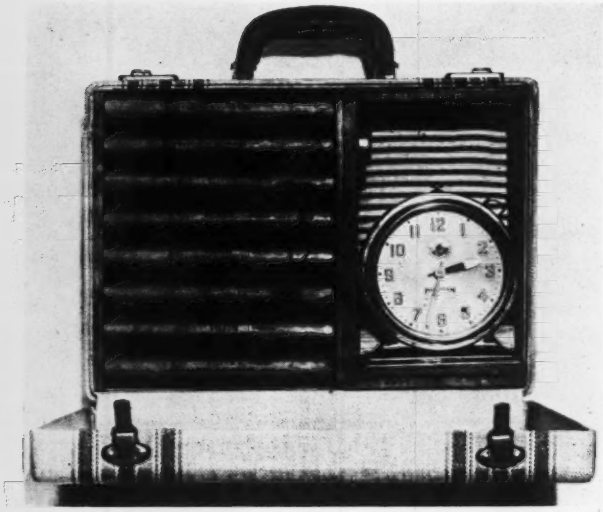
1. The first police officer at the scene notifies the Communications Bureau of the presence of a potential bomb.

2. The area surrounding the suspected package is evacuated to approximately 300 feet. As assistance arrives, police lines are set up to maintain this circle of exclusion.

3. The Communications Bureau dispatches an Emergency Service Squad and the Bomb Squad to the scene.

Intermediate Action—*(Emergency Service Squad)*

1. Upon arrival of the Emergency Service Squad, *one* officer is designated to approach the bomb. He throws a rope over it and, from a distance or from behind a



Reconstruction of the World's Fair Bomb.

barricade, tips it over. In this way a sensitive or a boobytrapped bomb can be exploded without great damage.

2. If there is no explosion, *one* officer then places the suspected package in a steel tank, straps it down, and pours in No. 10 lubricating oil, in the hope that the oil will seep into the package and penetrate any clockwork mechanism. The viscosity of the oil should stop the balance wheel. The oil is not intended to desensitize explosives.

3. The tank is removed to a more isolated area if it is deemed advisable.

Disposition—*(Bomb Squad)*

1. *One* detective applies the time Bomb Detector (an electrical listening device with a 200-foot extension wire connected to earphones) to the package. The Detector is kept in constant contact with the bomb during the next step.

2. With the cessation of ticking the package is withdrawn from the oil for x-raying. *One* detective fluoroscopes (and if necessary radiographs) the package to determine its general nature. If the package still appears at all questionable, it is treated as a potential bomb.

3. If it is decided to open a package or suitcase bomb, it is done by *one* detective with two sets of tritongs and a pair of 200-foot lengths of ⅝-inch rope. With the tritongs affixed, the ropes are attached by snap-ons. With one rope anchored, tension is applied to the other until the package is torn apart.

4. Attempting to disarm an actual bomb after its disclosure is not recommended. If the explosive device fails to go off after pulling apart by means of the 200-foot length of rope, it should be carefully transported to an outlying area and destroyed by a demolition charge. In New York City the Bomb Conveyor Truck transports the bomb or other explosive to a demolition area on the outskirts of the city. The bomb is then destroyed by a specially shaped charge in a sandbagged pit and the exploded fragments are collected for evidence.

FURTHER PRECAUTIONS

It is obvious to the experienced police officer that the procedure described provides no guarantee of absolute safety. The oil may not seep through to stop the clock even when the package is cut open with a glass knife. The time delay device may be of a chemical or mechanical nature not requiring a clockwork mechanism; in fact the bomb itself may be of such chemical nature that it is still dangerous at any stage of this procedure. Finally, the x-ray image may be puzzling or unclear. The use of a metal box or even lead foil can make fluoroscopy impossible. Most commonly the suspected package turns out to be just another suitcase or parcel left unattended by an innocent traveler.

Sometimes, however, the fluoroscope reveals a most convincing shadow. For example, in one case the x-ray revealed an outline of batteries, wires, and other metal parts. *This* was obviously *it*—the real thing. Every precaution was rigorously enforced and in an isolated area, the tritongs were finally affixed to the menacing black box. When the contents were disgorged they still appeared formidable. The box was finally identified as a diathermy machine, an apparatus used in applying heat and other therapy to rheumatic patients.

OTHER FORMS OF EXPLOSIVES

When the suspected explosive is not concealed and can be readily identified, the second phase of the above procedure will be quite different. For example, on discovering a piece of military ordnance, the disposition can be left to the appropriate branch of the military. Of course, if the locality is not near a military station, a trained police officer should remove the object to a previously selected location for safeguarding and ultimate disposal. An explosive should never be brought into the Station House. This mistake was made with tragic consequences in November, 1917, when a bomb was carried into the Central Police Station in Milwaukee, Wisconsin. As the officers began their examination the bomb exploded, killing nine policemen and one civilian.

Dynamite Bombs

The open dynamite bomb is currently popular in many sections of the country, mainly because its components can sometimes be stolen from a contractor or other source where blasting is being done or even purchased under false pretenses.

Where the target is a public building or a home and the bomb can be placed under cover of darkness, the dynamite bomb seems to be preferred. This type has been used most frequently in the current bombings in the South as it was during the 1951 series of explosions.

If the explosive is identifiable as an open dynamite bomb (a set of dynamite sticks with the cap or detonator inserted directly into the explosive charge and ending in a fuse), the recommended action will depend on the condition of the fuse. In general, a fuse or cap should not be yanked out of the dynamite stick. If the fuse is burning, obviously the safest action is to evacuate the area. Attempts to cut off a burning fuse can result in disaster, since the point to which the fuse has burned internally may be substantially in advance of the burning point observed visually. Dynamite should be handled with extreme care at all times, since it consists essentially of nitroglycerine in an absorbent porous material. Even areas where it has rested and spilled or seeped out should be treated with great care. Nitroglycerine is non-soluble in water; hence any residue should be removed by a specially prepared solution of sodium sulphide or sodium thiosulphate.

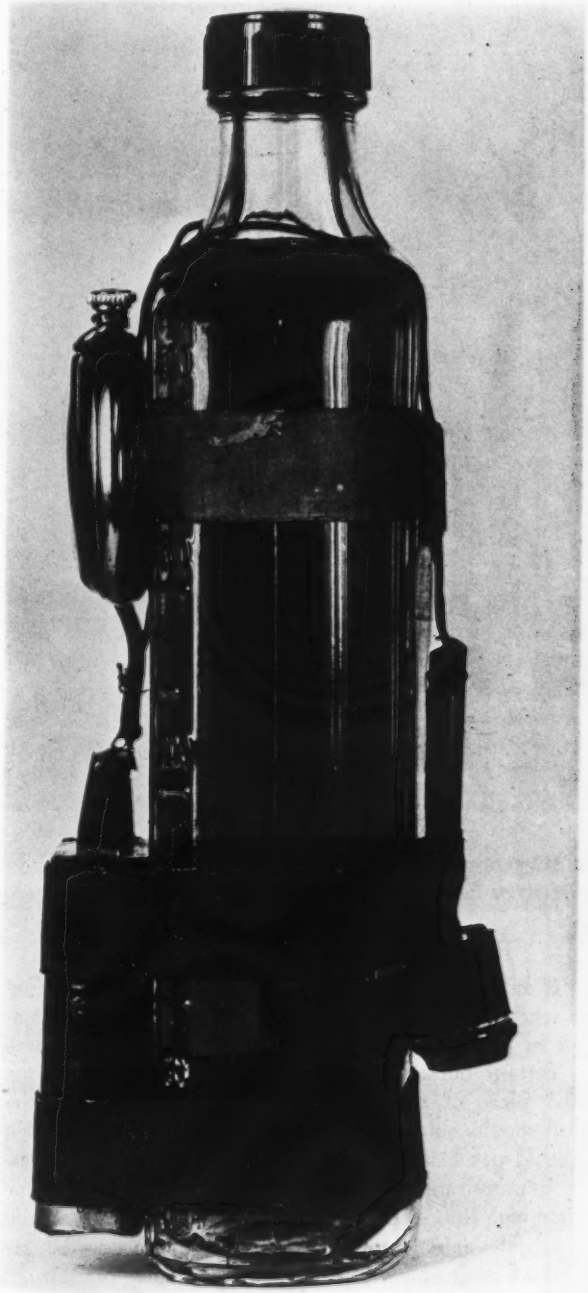
Chemical Bombs

The last sentence suggests a useful maxim in dealing with chemical bombs, namely, obtain expert chemical advice in dealing with the explosive constituents. The explosion of a chemical bomb depends on the meeting of two ingredients separated by a time delay device. No specific rules can be given for neutralizing chemical bombs of the explosive or incendiary type. The nature of the chemicals is the key to the problem. However, it is always wise to anticipate the possibility that the bomb may be incendiary in nature and have fire fighting equipment on hand.

Although it may be possible to neutralize a bomb by removing the time delay mechanism or by detaching the detonator, this knowledge is seldom of practical use at the scene of a bomb scare, since the various elements of the bomb are disguised and concealed. Moreover, the contrivance has been designed to defeat efforts to neutralize or disassemble. Hence, demolition rather than dismantling should be the policy.

Precautions

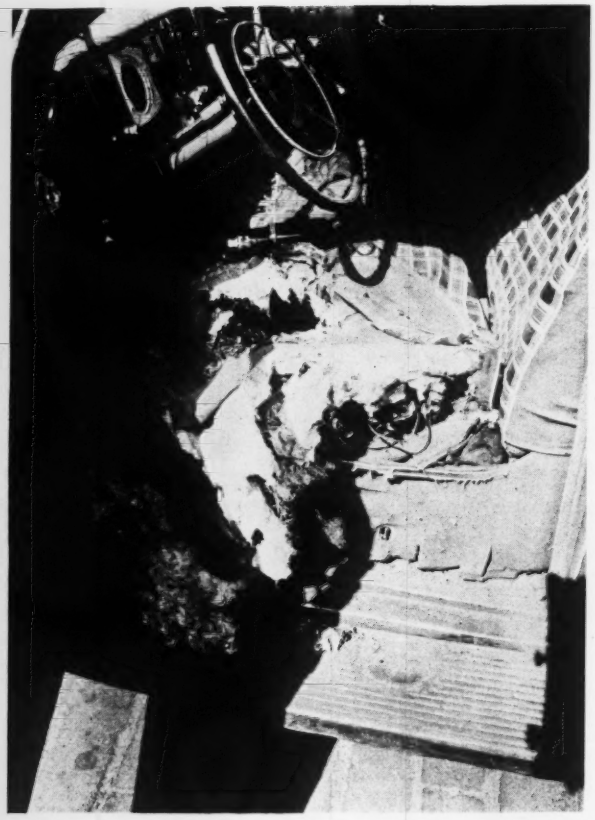
Any type of bomb is dangerous. Electrical circuits can be made to work in a great number of ways. Instead of employing the clock mechanism, the circuit can be closed by momentum, gravity, opening the package, pulling a string, or unloosing a wrapper. Within the last decade the most sensitive of all electrical switches has become household equipment. The silent mercury type switch can be bought, without question,



A time bomb with liquid explosive. The detonator at the right is activated by the closing of a battery-watch circuit.

at any electrical supply store, and it can, without using exceptional ingenuity, be installed in a "lunch box bomb" so that the least movement in *any* direction would initiate the explosion.

Similarly the chemical bomb can be constructed in a variety of ingenious ways so that a normal action with relation to the package will bring the two chemicals into contact with a resultant explosion. Hence, un-



In this auto bombing, a wire was run from the ignition to the bomb planted under the front seat.

screwing covers, tilting the package, shaking it or laying it on its side may set off the explosive contrivance.

THE ANONYMOUS BOMB THREAT

If an anonymous telephone call has been received by a school, theatre, or at the police communications center to the effect that a time bomb has been planted in a certain building, perhaps even specifying the time and place of the explosion, the person receiving the call should obtain as much information as possible. He should pay close attention to the voice and characteristic phrases, and endeavor to have the call traced while detaining the caller in conversation. A supervisor should promptly initiate appropriate police procedures. He should determine the extent of the police precautions required, viz., the need for extensive evacuation and the setting up of police lines. Any error in police preparations should be in the direction of excessive caution. The full cooperation of the civilians receiving the warning should be obtained in an effort to trace the source of the threat and also to institute suitable safety measures. Sound police planning will provide for a standard operational procedure in cases involving places of public assembly such as schools and theaters.

For example, the cooperation of school personnel can be obtained through meetings with school principals. A system of routine evacuation should be worked out. In addition, provision can be made for teachers and custodians to be alert for the presence of any package or container which appears foreign to the area or otherwise suspicious. Observations of this nature can greatly assist the police in their search of the premises.

In order to discourage schoolboy pranksters from instigating false bomb scares, school principals should be requested to introduce suitable disciplinary measures such as detention in school after hours for an equivalent time.

TRAINING

In dealing with bombs and bomb scares a police agency should choose a sound, realistic procedure which is suited to the requirements of the community and the size of the organization. The operating procedure should be established by the promulgation of a set of rules sufficiently broad in scope for any type of bomb situation but readily adaptable to individual circumstances.

To insure full understanding of the procedure practice drills should be conducted periodically. Training bulletins can be used to supplement these drills and also to keep the patrol force informed of bombing incidents and current problems in neighboring communities. Matters such as motivation and *modus operandi* should be treated in detail. As a matter of sound police planning, the procedure should anticipate cooperative action with other law enforcement agencies and neighboring communities. Exchange of information and joint inquiries will usually expedite the investigaton.

Techniques of investigation of bombings and explosions will be covered in another article.

SUMMARY

An inflexible procedure cannot be prescribed for handling suspected bombs, since the nature of the contrivance, its location, and the circumstances will affect operational decisions and determine the best method of handling the bomb. Common sense, nevertheless, will suggest the following rules:

1. Keep all persons at a distance from the bomb. This rule includes policemen not designated to handle the bomb.
2. Only *one* person should be permitted near the bomb at any time.
3. Don't handle the bomb unnecessarily. If the package must be moved, change its position as little as possible and perform all movements slowly.
4. The primary importance of human life should be the controlling factor in disposal of the bomb. ★★★

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Lest We Forget

By Robert Sheehan

EDITOR'S NOTE: *The strike is incompatible with the ideals of a profession; hence, it has no place in the thinking of a police officer. The* JOURNAL *goes on record in full support of the expressed policy of the International Association of Chiefs of Police against the unionization of police forces. Fundamental issues, including the security of government itself, appear to be involved. For this reason, legislative restrictions on police unions have been generally sustained by the Courts. A vigorous administration will spare no effort in gaining for its personnel all the privileges and benefits consistent with the integrity of operations in terms of compensation, days off, sick leave, vacation, hours of duty, pensions and other conditions of service. As professionalization of the police service gains its stride, with a corresponding improvement in managerial ability, it is likely that the need for employee organizations, other than professional associations—which are to be encouraged, will diminish and tend to disappear.*

The author of this first in a series of two significant articles is a graduate of Tufts College in Medford, Mass. While completing the requirements for the Master's degree at Tufts, he worked with the Police Department of Everett, Mass. During this time, he also studied under the Massachusetts State Police Pathologist and the Chairman of the Department of Legal Medicine at Harvard Medical School. He was in charge of industrial security inspection for three New England industrial plants prior to becoming a Special Agent with Military Intelligence. In 1957, he was appointed Asst. Professor of Police Administration and Public Safety at Michigan State University, and placed in charge of the graduate and undergraduate programs in Industrial Security Administration. Professor Sheehan who teaches Interrogations and Case Preparations and Criminal Investigation is now completing requirements for the Ph.D. degree at Boston University.

Address: Robert Sheehan, Assistant Professor, School of Police Administration and Public Safety, Michigan State University, East Lansing, Mich.

Note—Photos presented through the courtesy of John I. Taylor, Publisher of *The Boston Globe*, Boston 7, Massachusetts.

"I want to say that a strike of police in a great city like Boston, leaving that city at the mercy of an army of thugs, is a crime against civilization. The obligation of the policeman is as sacred as that of the soldier. He is a public servant. He has no right to prefer private advantage. I hope this lesson will be burned in so that it will never be forgotten."

—WOODROW WILSON
Helena, Montana
September 11, 1919

ON Tuesday, December 30, 1958, the nation was shocked and perplexed at an announcement made by Henry Feinstein, President of the New York City Employees Union, Local 237 of the International Brotherhood of Teamsters. Mr. Feinstein, in a bold, decisive and grandiose way, announced the intentions of his union to organize New York's Police Department. Immediately after the announcement was made, the tempers and indignations of America and its police brotherhood were publicly and adequately expressed by New York City Police Commissioner Stephen P. Kennedy, a man highly respected throughout the world police community.

Said Kennedy, "This is the big push. If they can get the New York city police organized, they are on the way to organizing police throughout the country. . . . Don't underestimate the seriousness of this . . . no group is going to paralyze the operations of government in this city and no group is going to paralyze the operations of the police department."

The very next day, James R. Hoffa, President of the International Brotherhood of Teamsters, was reported by the *New York Times* as having made a slight retreat in his plan to unionize the police. Contrary to Feinstein's statement, Hoffa asserted that there would be no union blockades of police headquarters as a result of picketing. Feinstein had previously intimated that other cooperating unions would hinder the flow of supplies and materials to headquarters in the event of picketing by policemen.

Hoffa's disagreement with Feinstein over basic policy is somewhat reminiscent of another fundamental disagreement between two labor leaders of yesteryear.

On September 13, 1919, Samuel Gompers, then President of the American Federation of Labor, made this statement in New York: "The unionizing of policemen is not of the seeking of the American Federation of Labor. . . . When policemen accept charters from the American Federation of Labor, it is with the distinct understanding that strike action will not be resorted to and no obligation is assumed which in any way conflicts with their oaths and duty."

Four days later in Boston, Guy Oyster, Secretary to Mr. Gompers, had this to say: "The policemen (of Boston) were forced to organize in affiliation with the American Federation of Labor to be heard, and they were forced to strike to defend the life of their organization, which they only did after two weeks' notice and the commissioner's assurance that the city could and would be protected."

Making these conflicting statements by Gompers and Oyster somewhat more ludicrous and ridiculous than even those made by Hoffa and

The Commonwealth of Massachusetts.

By His Excellency

CALVIN COOLIDGE

GOVERNOR

A PROCLAMATION

There appears to be a misapprehension as to the position of the police of Boston. In the deliberate intention to intimidate and coerce the government of this Commonwealth a large body of policemen, urging all others to join them, deserted their posts of duty, letting in the enemy. This act of theirs was voluntary, against the advice of their well wishers, long discussed and premeditated, and with the purpose of obstructing the power of the government to protect its citizens or even to maintain its own existence. Its success meant anarchy. By this act through the operation of the law they dispossessed themselves. They went out of office. They stand as though they had never been appointed.

Other police remained on duty. They are the real heroes of this crisis. The State Guard responded most efficiently. Thousands have volunteered for the Guard and the Militia. Money has been contributed from every walk of life by the hundreds of thousands for the encouragement and relief of these loyal men. These acts have been spontaneous, significant and decisive. I propose to support all those who are supporting their own government with every power which the people have entrusted to me.

There is an obligation, inescapable, no less solemn to resist all those who do not support the government. The authority of the Commonwealth cannot be intimidated or coerced. It cannot be compromised. To place the maintenance of the public security in the hands of a body of men who have attempted to destroy it would be to flout the sovereignty of the laws the people have made. It is my duty to resist any such proposal. Those who would counsel it join hands with those whose acts have threatened to destroy the government. There is no middle ground. Every attempt to prevent the formation of a new police force is a blow at the government. That way treason lies. No man has a right to place his own ease or convenience or the opportunity of making money above his duty to the State.

This is the cause of all the people. I call on every citizen to stand by me in executing the oath of my office by supporting the authority of the government and resisting all assaults upon it.

GIVEN at the Executive Chamber, in Boston, this twenty-fourth day of September, in the year of our Lord one thousand nine hundred and nineteen, and of the Independence of the United States of America the one hundred and forty-fourth.

CALVIN COOLIDGE.

By His Excellency the Governor.

HERBERT H. BOYNTON,

Deputy, Acting Secretary of the Commonwealth.

God Save the Commonwealth of Massachusetts.

Governor Calvin Coolidge speaking to a group of Boston policemen who remained on duty.

Feinstein was the fact that Boston, at the time, was in a complete state of anarchy without law, order or police. Blood was being shed on the streets. There was no means of social control. Close to one-half million dollars worth of property had either been damaged or stolen by roaming mobs of up to five thousand jeering rowdies; and still these statements were forthcoming.

It is well sometimes to look to the past for assistance in deciding present and future action; especially so when these actions could conceivably influence the lives of literally millions of American citizens who have, as one of their basic inherent God given rights, the right to be protected.

A look in retrospect at the famous Boston Police strike of 1919 is particularly apropos in light of the recent events in New York City. From the standpoint of what could happen, the historical insights that can be gained from this almost forgotten affair have tremendous import to police administrators everywhere.

On August 30, 1919 (Saturday morning), James J. Storrow, James J. Phelan, and George E. Brock of Mayor Andrew J. Peter's Citizens' Committee of thirty-four met with James H. Vahey and John P. Feeney, counsel of the Boston Policemen's Union. The meeting was organized in an attempt to exert pressure on Police Commissioner Edwin U. Curtis, who was deciding the fates of nineteen policemen recently tried for violating Rule 35 of the Boston Police Department which stated that no police officer had the right to affiliate himself with any organization other than the police department. These nineteen men had joined the union.

The Boston Daily Globe of September 1, 1919, adequately describes the feelings of the Mayor, the Police Commissioner and the Citizens' Committee of thirty-four, "Mr. Storrow practically reiterated his original views—that he recognizes the right of any laboring men to form a union, to protect themselves and to use the union weapon, the strike, but that it was his view that policemen who go out armed to protect and arrest, if necessary to shoot, had no right to reserve the right to strike."

The policemen, on the other hand, through their president, Patrolman John F. McInnes, were no less adamant in their stand that they had a right to affiliate themselves with the American Federation of Labor. Little was it realized on this first day of discussions that their bargaining sessions would end in complete and total disaster and anarchy for the capital city of the Bay State and the cultural center of America.

A joint seven hour meeting followed the next day. The word *strike* was used for the first time. The walls of the famous old Parker House in Boston, the scene of the meeting, began to resound with heated discussion. The staid, conservative Beacon Hill Bostonian, represented by the Mayor's Committee, was meeting on common ground for the first time with the prospering sons of the immigrant, represented by the policemen and their attorneys. The fight ostensibly was for power, better working conditions and better pay. The consequences were more frightening and far-reaching, for inherent within them, unbeknown to the participators, were the very foundations of American freedom.

The next day, Mr. Storrow had this to say, "I have hope of adjusting the trouble, but we have no specific plan. My hope, and I use the word advisedly rather than with confidence, is based on the good spirit and patience that has prevailed at the conferences between us and the men and their counsel." This hope of Chairman Storrow's, like so many hopes, would last but a few short days.

On Tuesday, September 2, 1919, the Washington, D. C. Police Department, in a union squabble precipitated by the Boston police difficulties, announced dogmatically that it would immediately drop any man from its ranks who joined a union; the reason for the dismissal would be disobedience of orders. This announcement had little effect on the Boston police situation. Three conferences were held during the day on Tuesday. Two of these conferences were individual strategy meetings and the last was a joint meeting lasting two hours in Mr. Storrow's room at the Copley Plaza Hotel. Nothing was resolved. Each group seemed stronger than ever in standing behind its avowed policy. President McInnes of the Policemen's Union admonished that the union would exist and that the policemen would maintain their union affiliation "as long as there is a policeman in Boston." Things were now beginning to look black.

Conditions in Boston had started to attract national attention by Wednesday, September 3. In the

first formal session of the American Bar Association, President George T. Page of Peoria, Illinois said, "Is it to be wondered at, that the police of Boston have joined themselves to an organization that, if history repeats itself, must necessarily lead to divided allegiance? Men who by the nature of their employment are pledged to the duty of maintaining public health and peace, which depend on the unbroken performance of their duty, now join themselves with an organization whose weapon is the strike."

Then Mr. Page said something that the American police administrator and policeman should never forget and which, among other things, should go down in history as the foundation and basis of American police thought as it relates to unions. He said, "It is as true as when Christ walked by Galilee that 'ye cannot serve two masters.'" In the case of our nation's police, nothing could be more fundamental.

By Wednesday afternoon, Captain King, drillmaster of the Boston Police Department, was reported to be training approximately one hundred recruits at the Irvington Street Armory, a massive tabernacle formerly dedicated to the peace of the world; now to the peace of the city. In a week, one hundred men would not be enough. Five thousand would be needed.

On Thursday, it was announced that Herbert Parker, former Massachusetts Attorney General and a brilliant attorney, had been serving as an advisor to Commissioner Curtis. This was taken as a public announcement that the Commissioner was beginning to weaken on his decision regarding the nineteen men who violated departmental Rule 35. Nothing could have been worse. The Union was being given added impetus to exploit its cause. The very fact that Rule 35 was being examined by a great legal mind meant that in the Commissioner's mind there was some question as to its meaning.

Then, adding insult to injury, Commissioner Curtis postponed his decision on the nineteen men until Monday, September 8, giving the union more time to decide on a course of action if the decision turned out to be unfavorable. To show the naivete and/or ignorance of the police officials of Boston, *The Boston Evening Globe* of September 4, 1919, states that it was believed in police circles that the courts would receive test cases on the validity of Rule 35 if Curtis decided to dismiss the nineteen policemen involved. The threat of a strike, even at this late date, evidently had no real meaning even in the upper echelons of the Boston Police Department.

The postponement of Curtis' decision was evidently an uncoordinated decision based on a letter he received from Mayor Peters, expressing his belief that a solution to the problem could be found "consistent with the principles which must be observed in an orderly administration of the police force." Then Mayor Peters asked Commissioner Curtis to delay his decision, "With the fullest appreciation of the high responsibility that rests upon you, I must also have in mind the safety and security of the people. . . ." In taking the mayor's advice, Curtis made his first major mistake. He gave the union adequate time to decide to strike.

Something else happened that same Thursday afternoon that can hardly be overlooked. Every patrolman in the city of Boston reporting for work was asked at evening roll call whether or not he was a member of the policemen's union. If a patrolman answered "yes," he was asked simply if he was aware of Rule 35. If he said he was, the matter was dropped. Such blatant lack of high level authority manifested by this little quiz added fuel to the fire.

On Friday, it was determined from unofficial sources that the union was against taking any test cases to court. At meetings in the afternoon and at night came the first indication that a formal strike vote would be taken.

The Boston Evening Globe of September 6, 1919, quotes an unnamed member of the union as saying, "If one man in the department is discharged next Monday, not a union policeman will report for duty Tuesday morning. . . . The situation has become so acute, it has dragged along so slowly, that all thought of court proceedings has passed. If the Commissioner persists in his attitude and discharges any members of the union, it will be he that will institute court proceedings—not us."

A citizen-policeman getting instructions from a Boston police sergeant in the art of directing traffic.

All humor was not lost in the seriousness of the happenings, however. *The Boston Evening Transcript* of the same day appealed to the people of the city as follows: "The police strike may begin Tuesday. Won't all persons planning to commit misdemeanors please finish them up while we still have officers of the law to look after them?" And three days later, *The Boston Evening Globe* would report: "Last night, a wag walked up and down in front of Station 11, Fields Corner, Dorchester with a sign, 'Do not patronize this station. It is unfair to organized labor.'" Things were getting to the ridiculous stage.

By Saturday, the entire city was waiting for the decision of Commissioner Curtis. Businessmen began a mass movement to hire private detectives to protect their properties. The *Globe* quoted a policeman of fifteen years' experience as

A picture of a smashed-in store window in the downtown section of Boston on the morning of Wednesday, September 10, 1919.

saying, "A walkout of police would mean more than most people imagine. I am a member of the union and, of course, will abide by whatever action is decided upon. But, in my opinion, the result of such a strike will be more far-reaching than appears on the surface. It means more than simply leaving the city unprotected—and that would be a most deplorable situation. I, personally, do not believe that the city should be left unguarded, and every possible attempt should be made to avert such a condition." The unheeded sentiments of this policeman would soon be expressed in blood.

At this point in the fight, Michael J. O'Donnell, President of the Boston Central Labor Union, entered the picture by calling on Mayor Peters. With him at the hour-long meeting were three assistants: P. Harry Jennings, Thomas Gerraughty and Frank H. McCarthy. They implored the Mayor to visit with the slim, quiet Governor of Massachusetts, Calvin Coolidge. Ostensibly, they warned Peters that a strike would take place by the policemen and that a general sympathetic strike of all the city's industries would be called. All affiliated unions were to meet on Sunday afternoon to discuss the possibility of a general city-wide walkout.

On Sunday, September 8, only one week since the word *strike* was first used, the Citizens' Committee, in a report to the Mayor, came forth publicly in favor of seeing the union continue, but as an independent body and not as an affiliate of the American Federation of Labor. This report was issued to the press by Edwin V. B. Parke, secretary to Mayor Peters. Also released at the same time was a letter to Commissioner Curtis from the Mayor. Speaking in favor of adopting the findings of his committee, Peters said, "The report commends itself to me as a wise method of dealing with the subject, and I recommend it to your favorable consideration. If acceptable to you and the men, it affords a speedy and, it seems to me, satisfactory settlement of the whole question."

Besides recommending that the union be allowed to continue, the Citizens' Committee Report indicated that the present wages, hours, and working conditions required considerable adjustment; that a committee of three citizens be appointed for the purpose of arbitration; that nothing should be done to discourage any members of the Boston Police Department from joining the union; that they not be discriminated against for having been members of the A. F. of L. union; that they not be discriminated against if they do not wish to join the union; and that they not be discriminated against for holding offices in the union.

This report was an outright attempt for reconciliation. At the same time the report was being issued, labor leaders were warning that the strike was only a few hours away. P. Harry Jennings, Business Agent for the Boston Central Labor Union and assistant to Michael J. O'Donnell, made this statement, which was, and indeed, still is significant, "When the Boston Social Club (the Policemen's Union before it affiliated with the A. F. of L.) was mentioned at this conference (see above) by Mayor Peters, your committee proved to him the danger of an organization of this kind. It was stated that this organization would be under the control of nobody except the members and they could do as they wished. But as members of the American Federation of Labor, the guiding hand of this organization would be over them, and no action of any kind could be taken without the sanction, which would be granted if they were right and withheld if they were not." If history is known to repeat itself, and if this statement of Jennings can be taken as the philosophy of the police labor movement, then to unionize the police is to give the power and the freedom of the nation to the union leaders. Any such activity strikes at the very core of our existence in a free world. To control a police union would be to control America.

EDITOR'S NOTE: The second and final installment of this significant article will appear in the next issue of POLICE. ★★★

Where Is 7 Hubert Street?*

By Inspector Robert R. J. Gallati

EDITOR'S NOTE: *The author is presently assigned as Commanding Officer of the New York City Police Academy and in addition, is Assistant Dean for Police Studies at The City College of New York. He was appointed to the Police Department on June 5, 1940 and was formerly assigned to Confidential Security Investigations in conjunction with the work of the Federal Bureau of Investigation. He received the B.S., and LL.B. degrees from Fordham College, the LL.M. degree from St. John's University Graduate Law School and the degree of Doctorate of Jurisprudence, Summa Cum Laude, from Brooklyn School. He is currently enrolled in the New York University Graduate School of Arts and Sciences as a candidate for the Ph.D., in Public Administration. Inspector Gallati has been admitted to practice by the State of New York, the Federal Bar of the Southern District of New York, the U. S. Supreme Court, and before the General Courts Martial of the Armed Forces. The reader will find something most unusual about the answer Inspector Gallati has given to the question, "WHERE IS 7 HUBERT STREET?" and in this answer will be found the master key to police professionalization the world over.*

"WHERE Is 7 Hubert Street?" This is a question repeated time after time by journalists, educators, generals, doctors, lawyers and visiting chiefs who wish to view at first-hand the training facilities of the New York City Police Department. It is a difficult question to answer because 7 Hubert Street is not merely a condemned school building in a run-down part of town. It is a state of mind dedicated to police professionalization; it is the nerve center of a vast complex of selection and training centers in thirty-six locations throughout the five boroughs; it is the headquarters of the most comprehensive training program conducted by any municipal police department in the world. Such is the scope of the Police Academy program that it is rapidly achieving recognition as the national center for police science education and trying to define the location of 7 Hubert Street is becoming more difficult than ever before.

POLICE TRAINING INSTITUTES

During the past year, 7 Hubert Street could have been found at the Hotels Astor and Manhattan, where the department conducted the first world-wide Institute for Police Training Officers from September 8 to 19. The purpose of the Institute was to explore and evaluate new approaches in a wide range of police training areas. The Institute was attended by an average of 190 participants each day, including representatives from federal, state, county and municipal agencies throughout the country. Representation from other areas included Canada, Hawaii, The Philippines, Peru, Puerto Rico, Turkey and Viet Nam.

This was the first of a series of institutes to be conducted and, during 1958, plans were drafted for a similar institute for traffic and safety officers.

OUTDOOR FIREARMS RANGE

During 1958, 7 Hubert Street moved onto a stretch of undeveloped park property at Rodman's Neck in the Pelham Bay section of the Bronx. Immediate steps were taken to develop the first outdoor firearms range in the history of the department. Construction of the necessary facilities is now in progress and it is anticipated that the range will be in operation before the end of 1959.

PERSONNEL SELECTION

During the past year, 7 Hubert Street conducted 3,935 personnel investigations from ten strategically located units throughout the city. All department appointees, including patrolmen, policewomen, surgeon, school crossing guards, civilians and reinstatement applicants were subjected to intensive background and character checks. In addition, special investigations were conducted of applicants for voluntary courses offered in the Police Academy and also of personnel assigned to particularly sensitive units within the department. Investigations in this city for all other police departments on a cooperative basis were continued as were investigations of all Correction Officer personnel for the Department of Correction.

Several new and improved investigational tools were utilized in the screening of Police Department eligibles. To secure greater efficiency of operation, improved liaison with the Service Rating Bureau, Department of Personnel, concerning the eligibility of recently discharged veterans, resulted in new procedures which permit investigations of these cases to be promptly initiated.

A highly satisfactory procedure instituted in the latter part of 1957 has proven to be of incalculable worth in rounding out the personnel investigative technique. By subscribing to the facilities of the Credit Bureau of Greater New York, the department is able to quickly and accurately determine the general

Address: Deputy Chief Inspector Robert R. J. Gallati, Commanding Officer, New York City Police Academy, 7 Hubert Street, New York 13, New York.

* Courtesy of the *New York City Police Academy Bulletin.*

At "7 HUBERT STREET" training emphasis is placed upon the effective performance of the individual officer in combat situations. No officer in this picture nor in any of the nation's police forces can be sure that even tomorrow, gun play may not characterize the day's work.

credit standing of all persons investigated.

The Police Academy Investigations Unit, despite temporary losses of personnel to other areas within the department, has maintained its high standards in the processing of character investigations and has produced completed investigations in sufficient quantities to provide this department and the Department of Correction with the personnel necessary to meet the demand for recruits for both departments.

POLICE SCIENCE PROGRAM

Seven Hubert Street was very much in evidence during 1958 at the Baruch School Building, 23rd Street and Lexington Avenue. The Commanding Officer, Police Academy, in his capacity of Assistant Dean for Police Studies, attended faculty conferences and served on the academic committees of the Bernard M. Baruch School of Business and Public Administration.

A special course conducted by former Police Commissioner Francis W. H. Adams, entitled "Seminar in Police Administration," met weekly in the Faculty Council Room of the Baruch School. In addition, Police Academy graduate courses were conducted in various classrooms of the Baruch School Building.

Graduate—The Graduate Police Science Program has progressed to the point where 120 students are registered in the program which leads to the winning of the Master of Public Administration degree with a specialization in Police Science. This program now includes ten fully accredited Police Science graduate courses taught by members of this department. Three students have been graduated and have received their master's degrees and 17 have had their thesis topics approved and are approaching completion of their programs.

Undergraduate—7 Hubert Street also established a locus in the former Jefferson Market Court House, 425 Avenue of the Americas, which was renamed the Police Academy Annex. Beginning with the spring semester, the Undergraduate Police Science Program was transferred in its entirety to this building, which is a landmark in the Greenwich Village area. The provision of a separate building for the program not only granted the prestige that the program has earned, but also permitted improved organization and administration in connection with it, through improved scheduling of classes, close proximity of supervisory and record keeping offices, and greater convenience to students seeking information and guidance.

There was a total of 2,505 registrations in the spring and fall semesters of 1958. There are currently some 1,200 students who are candidates for the degree of Associate in Applied Science in Police Science and Bachelor of Business Administration with a specialization in Police Science.

IN-SERVICE TRAINING

The answer to the question, "Where Is 7 Hubert Street?" is perhaps most difficult when one attempts to locate it in terms of in-service training. Twelve firearms ranges and classrooms on Park Avenue, in the Brooklyn Public Library, in station houses and armories all conspire to make the answer difficult indeed.

Firearms Training

Firearms programs were still hampered by inadequate facilities for training. Lead and powder accumulations and inadequate backstops which cause ricochet dangers curtail operations and preclude much needed training in the most vital phases of modern combat shooting. However, progress has been made. New lighting equipment, blowers and exhaust ducts have materially improved conditions under which firearms instruction is conducted.

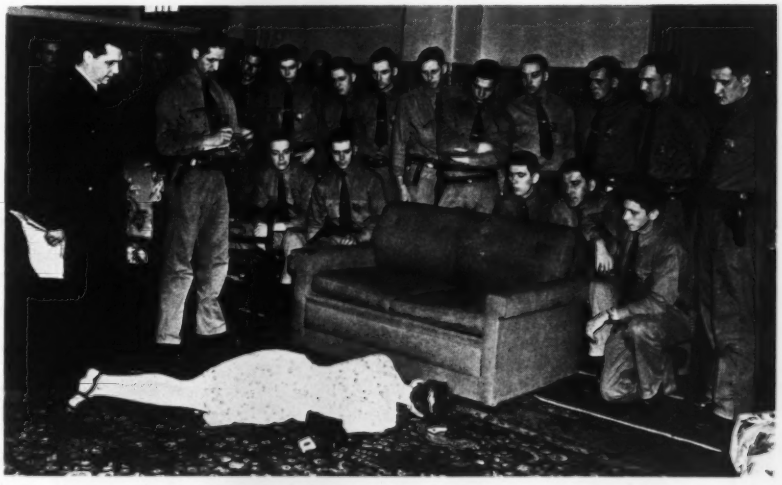
During the past year continued emphasis was placed on double action combat style shooting with both strong and weak hands, as well as single action bull's eye target shooting for all members of the force. Each of the approximately 24,000

members of the force spent three hours at a range, three times a year for instruction in firearms, and fired a total of 150 rounds of ammunition. Typically, 20 rounds are expended in double action shooting at a silhouette target, and 30 rounds in single action at a bull's eye target. Each recruit spends 54 hours at the range and fires a minimum of 340 rounds of ammunition during his firearms training. With the advent of the outdoor range it is hoped that these programs will be further expanded to include a complete course of practical combat firing.

Continued possession of the Duffco Motion Picture Range was obtained during the year and members of the force were enabled thereby to test not only accuracy but judgment in the use of their firearms.

Seminar in Police Administration

On September 22, 1958, former Police Commissioner Francis W. H. Adams began a series of weekly lectures in a special course initiated by him for high ranking officers of the department. The format of the course called for maximum discussion by the participants for an extended period following a 25 minute presentation by Mr. Adams. The objective was to consider administrative and other problems of the operation of a police department from the highest executive level. During the progress of the course one of the students became Director of Police of one of the nation's larger cities and was enabled to apply directly the insights he had gained from this unique course. This type of training was so well received that a number of the participants recommended that a high level command course be given during the spring semester which would feature the presentations of administrative heads of the various major department divisions. The Police Academy has prepared plans for such a course and it is anticipated that it will provide a logical sequel to the very successful effort of former Commissioner Adams.



Is it MURDER or SUICIDE? Training in the techniques of homicide investigation rank high on the agenda at "7 HUBERT STREET."

Executive Development

The "Executive Development" course started September 16, 1957, and is now in its third semester. It is now scheduled to run 15 weeks, two sessions a week, three hours a session. Participants, limited to 40 persons a semester, attend this course on their own time. Quarters for the course were made available at the Institute of Public Administration, 684 Park Avenue, through the courtesy of Dr. Luther Gulick.

Up to this time, 116 officers of the rank of captain and above have participated in this course. This figure includes two assistant chief inspectors, 10 deputy chief inspectors, 32 inspectors, 31 deputy inspectors and 41 captains. Presently there are over 120 applications on file for processing.

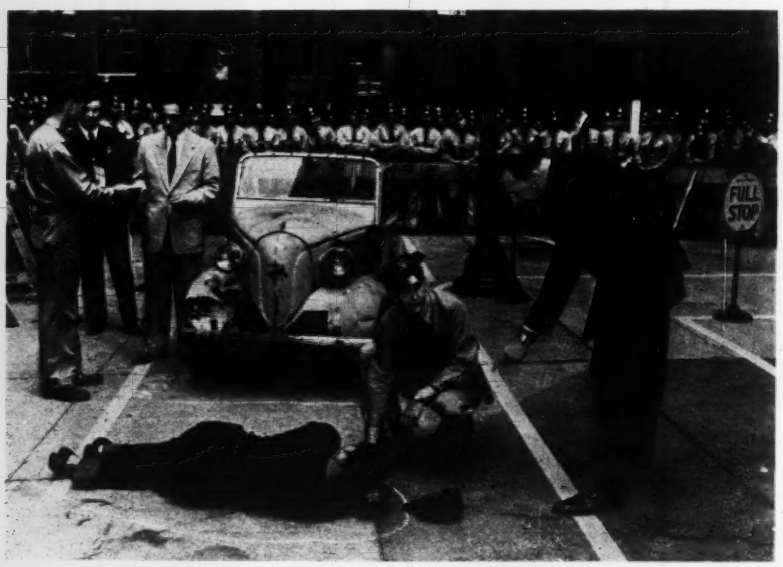
The course is conducted as a series of conferences. In these conferences, the conferees discuss the principles and techniques of modern administration as applicable to a police department. Sessions include concepts of Leadership and Morale, Organizational Principles, Conference Leadership Techniques, Creative Thinking and Scientific Decision Making, Techniques of Work Improvement, Performance Budgeting, Planning Experimentation, Role of Psychiatry and Psychology in Law Enforcement, New Perspectives in Police Statistics and Internal Communication.

The objective of these sessions is to broaden the scope and deepen the perspective with which the conferee views his job, and to stimulate new conceptions of police work and its essential role in the community.

Unit Training Program

This program gained impetus during the year 1958. Especially noteworthy was the pilot project in Patrol Borough Brooklyn East. The outstanding success of this project has proven that training can be expanded without the use of Police Academy instructors and facilities. Reports leave no doubt but that the topics have been well presented and well received by the members of the various commands. Patrolmen stated they felt they were more familiar with precinct conditions, more cognizant of existing problems and better equipped to handle these problems. Superior officers concurred in this opinion and stated that since the inception of the program, work of the patrolmen has increased both as to quality and quantity.

The tremendous potential of this type training will be realized in the coming year as the program is ex-



"7 HUBERT STREET" *programs a clinic in traffic accident investigation.*

panded to include all commands and units of the department.

The Police Executive and The Community

This course commenced in September 1958 and is conducted in cooperation with the National Conference of Christians and Jews which furnishes the conference leader for the course. It is open to members of the force in the rank of captain and above as well as Juvenile Aid Bureau representatives and is given three hours a week for 15 weeks.

The purpose of the course is to develop an understanding of community conditions and problems and their effect on police operations. There are many community factors that must be considered if police operations are to be conducted in a manner calculated to foster improved public relations. Therefore, it is believed that this course will provide a valuable means of increasing the knowledge and understanding of present and potential police executives in the department.

Radiation Hazard Course

A five-week course in Radiation Hazards was conducted at the Police Academy with instructors provided by the New York State Office of Civil Defense. The course covered all phases of peacetime and wartime hazards related to radioactive substances and defense against such hazards. Plans were prepared for those instructors who attended this course to give appropriate instruction in these matters to all members of the force during the coming year.

Training for Beach and Park Details

A two-day training course was held for 610 members of the force assigned to special summer details at the City's parks, pools and beaches. Among the subjects discussed were: Degeneracy and Related Crimes, Crowd Control, Youth Gangs and Their Control, Juvenile Problems and Police Cooperation With the Department of Parks. The officers were also instructed in park regulations and other applicable laws and regulations, procedures for handling patrol conditions in parks, the laws of arrest and lawful use of force, as well as narcotics, and police-public relations.

The objective of the course was to acquaint the men with the type situations they might encounter, and enable them to better fulfill the prime police functions of protecting life and property and preventing violence and disorder.

Other In-Service Courses

A full week course of refresher training for detectives and detective squad commanders was conducted during the year. The full week course of supervisory and command training for sergeants and the three-day course for patrolmen assigned to patrol precincts and officers assigned to the Safety Division were continued. A special course was conducted relative to pedestrian control for all units of the department.

Other courses continued during the year included: Security Operations and Methods, Plainclothes, Criminal Investigation, Sergeants' Pre-Promotion, School Crossing Guard and Civilian Orientation.

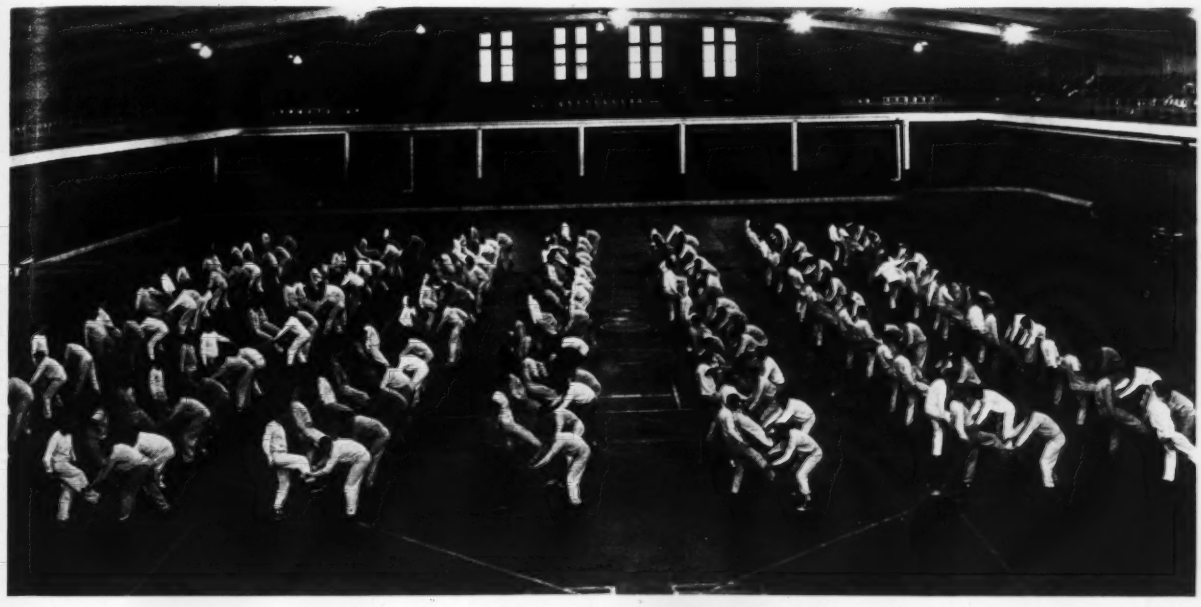
A career development course was instituted in the interest of those desirous of studying for promotion. As an integral part of the endeavor of the Police Department to advance the spirit of professional cooperation among law enforcement agencies, the Academy conducted a Housing Officer Recruit and Housing Officer Supervisor training program. Both a basic fingerprinting and an advanced fingerprinting course were conducted at the Academy in cooperation with the Federal Bureau of Investigation.

In cooperation with the New York City Board of Education, free courses in Occupational Spanish, Public Speaking, Typing and Stenography were made available to interested members of the force.

The vast scope and high standards of the Police Academy in-service training program has attracted international recognition. Students from various states and many foreign countries have been permitted by the Police Commissioner to enroll for one or more of these intensely practical courses of instruction.

RECRUIT TRAINING

Even in terms of the training of recruits it is difficult to pinpoint the location of 7 Hubert Street. Field training classes for recruits are held in station houses throughout the City and physical instructions are conducted at the 106th Infantry Armory at Bedford and Atlantic Avenues in



Physical fitness is a first in police service. Under the watchful eye of a trained instructor a class of new recruits receives the word.

Brooklyn and at the City Building in Flushing Meadows Park, Queens. Of course, basic academic instruction takes place at 7 Hubert Street, yet the greater portion of a recruit's training occurs elsewhere.

During the past year, recruit field duty assignments were made in such a manner as to provide equal time on patrol and with detective squads. A regular program of instruction and critique of recruit field duty was conducted by the recruit instructors who were assigned to supervise field duty. In addition, recruits were assigned to a three-week "Pedestrian Education Program" distributing leaflets at particularly dangerous pedestrian crossings in all five boroughs.

During their assignment at the Police Academy, ten probationary patrolmen were awarded departmental recognition and a total of 82 arrests were effected by probationary men.

The recruit training program was constantly evaluated and revised in accordance with needs and has been expanded to include 260 hours of academic instruction, 192 hours of physical training, 62 hours of firearms instruction and 396 hours of field training.

AUXILIARY SERVICES

In partial answer to the question of "Where Is 7 Hubert Street?" we might answer that 7 Hubert Street is where new ideas are encouraged and find expression. In the auxiliary services of the Police Academy there is a premium placed upon imagination and initiative.

Psychological Testing

The testing phase of the recruit evaluation program was expedited by the testing of approximately 3,500 eligibles several months before their expected appointment. This permits a longer period of evaluation of results and may effect the establishment of higher admission standards.

A program has been tentatively effectuated whereby additional psychological tests are administered to candidates whose investigation discloses a background or other information indicative of conduct of a questionable psychological nature. This plan envisions ultimate referral of weak cases to professional examiners.

The mental ability testing of all captains, lieutenants and detectives has been completed and testing of sergeants, safety personnel and plainclothesmen is continuing.

Audio-Visual Aids

The Police Academy developed a comprehensive audio-visual aids section which utilized every available modern aid to instruction. A dark room with appropriate equipment has been constructed for the preparation of photographic negatives, film strips, slides and transparencies. Tape recorders, 16 mm. movie projectors, slide projectors and other equipment were constantly in use and an extensive film and film strip library was operated and maintained. Visual Aids such as posters, cartoons and other art work were produced in large quantity. The success of one of the Police Academy staff artists in connection with drawing composite portraits of fugitives from the descriptions of witnesses attracted considerable attention. His skillful drawing was a material factor in the solving of eight major crimes.

Visitors

During 1958, a special program was set up to provide for distin-

guished visitors from other departments. Professional police officers, here to observe the methods and techniques of the largest police department in the world were given an opportunity, through specially guided tours, to cover thoroughly their special interests. A roster of the origins of the 85 foreign police superiors ranged through 24 countries from Argentina to Viet Nam.

Museum

A constant process of modernization has made the police museum a major attraction for visitors. Special exhibits and films were shown to the more than 6,000 people who were escorted through the museum during the year.

Library

In addition to increasing the number of books in the Library to 1,559 volumes during 1958, the research facilities were expanded in include the annual reports of police departments of 80 cities, all Baruch School Textbooks, and the Readers Guide to Periodical Literature which is an invaluable tool for making the most of the 27 periodicals to which the department subscribes.

PERSPECTIVES

As we seek to answer the question concerning the situs of 7 Hubert Street we should not overlook the far-flung activities which are not necessarily conducted in any of the 36 centers maintained by the Police Academy.

Members of the Police Academy staff lectured at Michigan State, Indiana and New York Universities and the Universities of California, Maryland and Louisville. The Commanding Officer lectured at Seton Hall College and St. Lawrence University, addressed the F.B.I. National Academy Associates Retraining Session and the annual conferences of the International Association of Chiefs of Police and the New York State Association of Chiefs of Police. He also lectured at the Association of Towns Meeting, the New Haven, Connecticut, Police Academy, and the U. S. Civil Service Commission Investigators' Conference and at the Regional Criminal Investigation Police Training School co-sponsored by the New York State Association of Chiefs of Police and the New York State Sheriffs' Association in cooperation with the Federal Bureau of Investigation.

A member of the Police Academy staff lectured at the Manhattan College Institute for Forensic Research. The Police Academy Speakers' Bureau was called upon to fill 29 speaking engagements, the greater part of which were to high school audiences and were designed to spur recruitment through arousing interest in police vocations. The Commanding Officer addressed a mass meeting of high school graduates interested in police careers after completing their military obligations, at the 71st Infantry New York National Guard Armory, Park Avenue and 33rd Street.

In cooperation with the I.A.C.P. Training Division, the Police Academy has established special educational courses and institutes for foreign officers studying American police systems under the International Cooperation Administration Program. During the year training conferences and consultations on police problems were held with representatives from Bolivia, Brazil, Finland, Korea, China, Iran, Israel, Libya and Tunisia.

Seven Hubert Street was represented in every part of the City, at 15 graduations of the various schools and programs of the Police Academy. Twenty-one appointment and promotion exercises in Police Headquarters, Medal Day Ceremonies at City Hall, and 11 major parades conducted on various City thoroughfares, from 5th Avenue to Flatbush Avenue, required the assignment of members of the Police Academy staff. On a more sombre note, 7 Hubert Street participated in the direction of 242 funerals of active and retired members of the force. During the year a reorganization and revitalization of the Police Escort Company was achieved, providing younger patrolmen for ceremonial duties.

THE POLICE ACADEMY OF THE AIR

The search for 7 Hubert Street should not overlook television and radio studios. As educators turn toward the use of closed circuit television and as educational radio and television become increasingly important in our society, it is vital that the police training facility become a part of this progressive development.

During the year, a special telecast, "Training New York's Finest," was presented on WPIX (Channel 11). The Dave Garroway Show was telecast nationwide from the motion picture firearms range in the basement of the Police Academy. A member of the Academy staff described the dangers and pitfalls of the policy rackets on the special television program, "Background" (WRCA-TV). In addition, a number of radio broadcasts were participated in which included police training talks by the Commanding Officer and members of the staff. Among these programs were the Dave Dugan broadcast, "This Is New York" (WCBS), "New York at Your Service" (WWRL), "Aqui Se Habla Espanol" (English Is Spoken Here) (NBC-TV), and "Nightline" (WRCA).

THE NEW BUILDING

The problem of trying to locate 7 Hubert Street will soon become much more simple. The final preliminary plans have been approved and the site cleared for the New Police Academy building on 20th Street between 2nd and 3rd Avenues. When this becomes a reality many of the widely scattered activities of the Academy will be centralized. However, it is our fond hope that we may never entirely relin-

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quish some of the more pleasant facets of our ubiquity. May we always have with us the hundreds of self-sacrificing guest lecturers who provide us with so great a storehouse of knowledge and special insight. May we always reach out to the line forces in the field and never lose contact with the realities of law enforcement. At the same time (since everybody knows where 20th Street is) it will be a great relief not to have to try to answer the invariable question:

"WHERE IS 7 HUBERT STREET?"

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Department Pistol Team
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INVESTIGATIONS
Police Applicants—N.Y.C.P.D.
School Crossing Guards
Civilian Personnel—N.Y.C.P.D.
Police Surgeons
Reinstatements—N.Y.C.P.D.
Applicants—Police Academy Courses
Applicants—Department of Correction
Out of Town Police Department Eligibles

INSTRUCTIONAL SERVICES
Audio-Visual Aids
Police Academy Bulletin
Reproductions
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Scholarships
Ceremonies
Psychological Testing
Library
Police Academy of the Air
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Hurdles to Professional Police Competence

VI. FAILURE TO EXPLOIT IN-SERVICE TRAINING RESOURCES

(Continued from the previous issue of POLICE)

By Dr. A. C. Germann

EDITOR'S NOTE: *This is the sixth in a series of articles by Dr. Germann, Professor of Police Science at Long Beach State College, Long Beach, California, under the general title,* HURDLES TO PROFESSIONAL POLICE COMPETENCE. *The first,* THE PRE-ENTRANCE RESIDENCE REQUIREMENT, *appeared in the November-December 1957 issue of* POLICE; *the second,* THE STRICT SENIORITY SYSTEM, *in the January-February issue; the third,* INADEQUATE DISCIPLINE, *in the March-April 1958 issue; and the fourth,* FAILURE TO EXPLOIT PRE-SERVICE TRAINING RESOURCES, *in the May-June, 1959 issue; the fifth and sixth,* FAILURE TO EXPLOIT IN-TRAINING RESOURCES *in the July-August and present issues.* HURDLES TO PROFESSIONAL POLICE COMPETENCE *in a more extended presentation will be released to the field later as a book in the Police Science Series by Charles C Thomas, Publisher.*

SUPERVISORY TRAINING

ANOTHER form of in-service training to be considered is that given to the supervisor. In many a community, by arbitrary decision of the administrator, or through a strict seniority system, or by competitive examination, a member of the agency is appointed to the rank of sergeant—the most important rank in the service from the standpoint of operational efficiency and morale—or to the rank of lieutenant or captain, and given that responsibility without one hour of supervisory orientation or training. Certainly we can agree that the position of police supervisor deserves more than a trial and error type of training; certainly we can agree that it is wasteful for our supervisors to learn the "hard way" when by the conference method, or through formal lectures, or by panel discussions, or case study programs, or by role playing sessions, they can save many "bruises" and misunderstandings.

The key questions are clear: Do we throw a man into the supervisory role without training, or do we set up a planned training program for our prospective, probationary, and senior supervisors? Does that training tackle the touchy problems of policy, procedure, discipline, and human relations in a realistic fashion? Are our supervisors allowed to question the *status quo,* or is any constructive criticism of departmental operations considered somehow subversive, impudent, and disloyal? Or do we tap our supervisory training program for every possible suggestion and recommendation that would lead to higher morale, improved operational effectiveness, and better public relations?

Address: Dr. A. C. Germann, Professor of Police Science, Long Beach State College, Long Beach, California.

EXECUTIVE DEVELOPMENT

"Command training," or "executive development" is dedicated to the development of administrative knowledge and intended to instill an appreciation for the art and science of organization and management.

There are no people more important to the healthful growth of a police agency than the chief and his top executives. They must be able to meet with the public and with governmental officials and explain their problems in an alert and intelligent fashion. They must be able to confer with their colleagues and subordinates in an informed manner. Doctors cannot progress in their chosen vocation unless they subject themselves to constant research and study. Any doctor trained in the twenties or thirties who did not bring himself up to date would not only be unable to converse with his later-trained colleagues, but he definitely would not be an asset to the medical profession. And he would probably be an object of scorn or pity among his peers. The same rationale applies to the police vocation, and most particularly to the police administrator. Without constant research and study, the police executive will find that his later-trained subordinates will possess skills and knowledges more advanced than his—a most embarrassing and shameful position for one who would accept the mantle of leadership.

How long must the administrator study? Chief Ed Allen of Santa Ana gives one answer: he says, *"Continuously,* until some time between 'rigor' and 'mortis.'"

The Los Angeles Police Department and the New York Police Department have inaugurated formal executive development programs; the Federal Bureau of Investigation operates the National Police Academy for selected command personnel; Michigan State University has offered Command School as part of its police academy, and the University of Southern California has recently developed a Police Management Institute. We are sure that you are all familiar with the I.C.M.A. cor-

respondence program utilizing the Municipal Police Administration text, and the work of the Southern Police Institute at Louisville. Questions occur: How can good in-service training of recruit, senior officer, specialist and supervisor produce good results if command personnel refuse to consider or accept advanced knowledge and technique in changing outmoded policies and procedures? And how can command personnel be expected to accept advanced knowledge and technique and change outmoded policies and procedures if they do not receive training? Do we take command people, "up from the ranks," with excellent police experience, and expect them to administer a police agency or functional area thereof without knowledge of organization and management, without knowledge of personnel processes, without knowledge of fiscal control, without knowledge of the applications of planning and research? Do we utilize conferences, seminars, reading programs and the like to develop our leadership potential—or must police administrators learn the "hard way"? If we do use conferences and the like, do we allow our command personnel to express themselves without prejudice to their careers, or must they swallow their honest convictions lest they offend administrators, or administrative "pets" who are sensitive to *any* criticism of the *status quo*?

Quite frankly, we believe that the order of priority in in-service training should begin with the chief and his executives, thence to the supervisors, thence to the senior officers, and thence to the new recruit. For without the support, enthusiasm, example, and dedication of the chief, how can the top executives be expected to do a professional job? And without the support, enthusiasm, example, and dedication of the top executives, how can the supervisors be expected to do a professional job? And without the support, enthusiasm, example, and dedication of the supervisors, how can the senior officers be expected to do a professional job? And without the support, enthusiasm, example, and dedication of the senior officers, how can the new recruit be expected to do a professional job?

IN OTHER WORDS, IT SEEMS ABORTIVE TO SELECT HIGH CAPACITY RECRUITS, PRESENT *THEM* WITH EXCELLENT TRAINING, *AND THEN STOP AT THAT POINT*. Far too often have we had, in basic police training classes for practitioners, a hand raised and the comment, "Look professor, I agree with all that you people are teaching, and the standards that you are setting before us; and the other fellows in the class feel the same as I—but what in the world do you expect us to do when we go back to our agencies where the old timers, supervisors, and 'brass' are still policing twenty years behind the times?" We have yet to find a perfect answer to that question, but we cannot help but believe that a reverse order training priority would be of great assistance in obviating the question.

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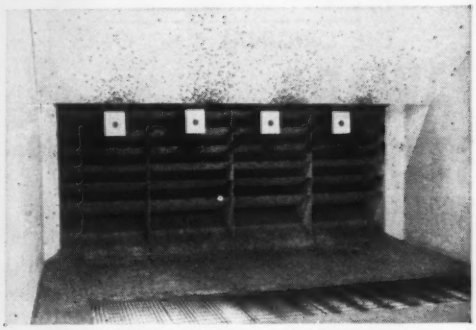

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JOB ROTATION

We have, so far, discussed a wide variety of in-service training devices, but we have saved one of the best for the last. And it is a type that can be applied to the training of the recruit, senior officer, specialist, supervisor, and executive. It is the device of "job rotation"—transfer from one assignment, shift, or division to another as a planned process. This device is easy, cheap, and highly productive. It minimizes the bad effects of overspecialization, and contributes greatly to personal development.

The old refrain, "we can't transfer him, he's been there for eleven years and carries so much in his head that a replacement would be lost for a couple of years, work output would suffer, and morale would be impaired," is simply not true. Chiefs who transfer personnel regularly can attest to the fact that high capacity officers can assume new responsibilities with a minimum of confusion, and that, as a matter of fact, wor'. output actually increases. We have a sneaking suspicion that some of our detectives and investigators have worked for years to crystallize police thinking about the "absolutely essential, irreplaceable man."

Our last questions, therefore, are: Do we utilize a planned system of job rotation as a training device? Does the new recruit work through the various shifts, assignments, and divisions? Does the supervisor move to several different functional areas within the agency?

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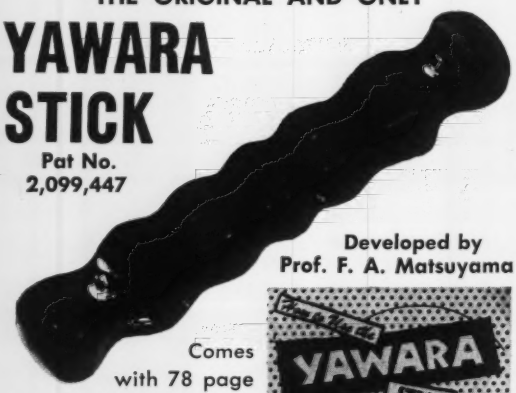

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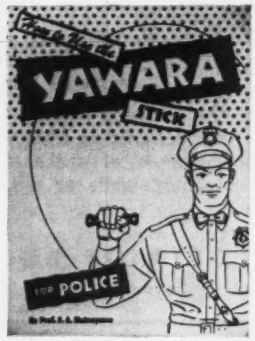

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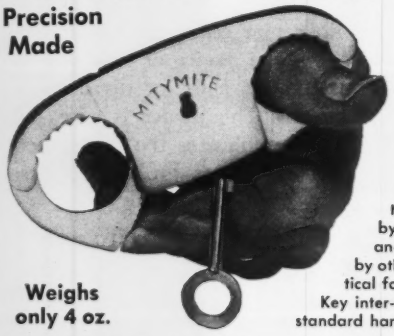

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Do executives become rooted to one area, or are they expected to handle several during their service? Do we have several personnel trained for each position within the agency, or are we but one heart-beat from a rather shocking disclosure of inadequate training? Does any one member of the force have such a claim to his incumbent position that it would upset morale, invite political intereference, and engender personal animosity if he were transferred to another position? Planned job rotation, covering all personnel, at all ranks might obviate such a problem.

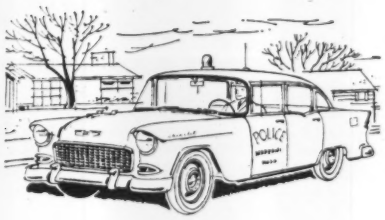
CONCLUSIONS

One of the greatest stumbling blocks to professional status is the obstinate refusal to change archaic practices in the police service. How does one achieve needed change—and the full acceptance of that change—within an organization that has become rigid and unyielding? Our personal answer is: CONTINUOUS TRAINING FOR ALL PERSONNEL AT ALL RANKS. Training provides new knowledges, perspectives, skills and techniques; these new knowledges, perspectives, skills and techniques produce proper attitudes and philosophy; and proper attitudes and philosophy result in high quality service. There is, considering today's American police structure, no alternative device with which to achieve the change to a fully professional police service.

Certainly these are days of critical importance to the police service, for policing in this democratically oriented republic of ours, or policing anywhere, is no easy task in the face of growing crime rates, the rise of organized crime, increases in juvenile delinquency, ever more serious traffic problems, and extra burdens placed upon our investigators by the courts. And certainly these are days of critical importance to police training—for no police agency can hope to meet today's problems with yesterday's methods, no mater how energetically it may try. CONTINUOUS, UP-TO-DATE TRAINING FOR ALL PERSONNEL AT ALL RANKS IS AN INESCAPABLE RESPONSIBILITY. FAILURE TO EXPLOIT TRAINING RESOURCES CAN LEAD TO BUT ONE CONCLUSION: AN IGNOMINIOUS INABILITY TO MOVE TOWARD PROFESSIONAL STATURE. Such a conclusion, we trust, will be applicable only to an insignificant minority within the American police service. ★★★

OREGON POLICE TELETYPE NETWORK TO EXPAND

The State Teletype Network Advisory Committee, meeting in Salem, gave approval to six new installations for the Oregon State Police, one for the sheriff's office in Jackson County and one for the city police in Milton-Freewater. Tentative date for the connections was July 1. This will give the system 52 stations in addition to the master installation in the Motor Vehicle office in Salem.



The One Man Patrol Car—High Speed Pursuit

By Chief Richard T. Runyan and F. Samuel Ostertag

EDITOR'S NOTE: *This is the eighth in a series of eleven articles appearing in consecutive issues of* POLICE *dealing with the techniques of the* ONE-MAN PATROL CAR OPERATION. *They are based upon training bulletins prepared by the Corpus Christi Police Department to implement a conversion to the one-man patrol car system. The first article appeared in the May-June issue of the* JOURNAL.

GENERAL CONSIDERATIONS

MOST suspects submit readily to custody. The reluctance of the majority of persons openly to oppose the law and its representatives is one of the policeman's biggest aids. The criminal who commits the worst of crimes under cover of darkness, or the one who acts without considering that he may be caught and punished, will submit to arrest, often meekly, when confronted by the police. Others, however, resist arrest and willfully endanger themselves, police officers, and bystanders to avoid being taken into custody.

Overtaking and arresting persons who flee from lawful authority is a primary function of the patrol officer. However, a patrolman must make pursuits and arrests in a manner that will not unnecessarily endanger himself, his fellow officers, or others.

Spectacular, high-speed pursuits, conducted in a fever pitch of excitement, make gripping scenes in the movies, but a good police officer will endeavor to remain calm and follow well thought-out, practiced procedures while engaged in a pursuit. Following approved procedures not only minimizes danger to the officer and his equipment, but also makes the successful apprehension of the suspect more likely.

Address: Chief Richard T. Runyan, Corpus Christi Police Department, Corpus Christi, Texas.

SPECIAL ONE-MAN PROCEDURES

While many of the techniques used by a one-man patrol unit are the same techniques used by the two-man patrol, there is one fundamental difference. The lone officer must depend upon the dispatcher, rather than a partner, for assistance. Thus, the dispatcher becomes, in effect, the single patrol officer's partner.

PREPARING FOR PURSUIT

Often there is a considerable time lapse between the point at which the officer first picks up the trail of a suspicious vehicle and the point at which the suspect attempts to elude him. Usually, the officer follows a suspect for some distance while observing him. During this period of observation, the patrolman does not know whether high-speed pursuit will be required, or whether the pull-over will be a routine one. The officer in a one-man unit should prepare for a high-speed pursuit during the observation period, before the pursuit becomes a reality.

Checking with the dispatcher, to find if the vehicle is on a pickup list or has been reported stolen, should be undertaken immediately. Since all calls to the police dispatcher are electronically recorded, the request for a "stolen or wanted" check automatically places the automobile number and description on record in the dispatcher's office. This does not mean, however, that the officer may neglect to write the license number of the vehicle on a piece of paper that will remain in his car.

The dispatcher should be told of what type crime the person being followed is suspected. He should also be told, specifically, whether or not assistance should be sent to the anticipated stop location.

THE CHASE

Once the officer has followed regular pull-over procedures and has found the suspect unwilling to stop, he must be particularly alert for sudden attempts at evasion. If a chase becomes necessary, the officer should notify the dispatcher that a pursuit is in progress and report his unit number. As soon as possible, he should tell the dispatcher the direction of travel, the street traveled upon, and the last street crossed. If the chase has begun suddenly and the dispatcher has not already received information about the license number of the automobile, the make, model, and color of the suspect's car, the number of suspects, and the breach of peace of which they are suspected, this information should be relayed as soon as it is safe to do so without increasing the hazards of the pursuit.

The red lights and siren should be used during pursuits. These devices afford physical protection to the police officer and warning to other vehicles and pedestrians using the streets. They also provide an additional measure of legal protection in the event of an accident.

Patrolman D. F. Murphy demonstrates that when stopping a known criminal, it is mandatory to call for assistance.

Patrolman D. F. Murphy jots down license number of vehicle he is stopping, to be left in seat of the police vehicle while Patrolman is out of vehicle.

When using the siren, the volume of the radio should be increased. The police vehicle's location should be broadcast as often as possible and should be given during the low pitch of the siren so that it is more easily understandable to the dispatcher. If the initial contact with the dispatcher has been properly made, changes of route need only be indicated by reporting new directions and new streets.

Insofar as is possible, the police car should follow the suspect's car at a distance of approximately fifty feet, as is done in regular following procedure. This distance is short enough to prevent cross traffic from interfering in a chase, but long enough to prevent the losing of a suspect because of a sudden change of direction or stop.

USE OF FIRE ARMS

It is usually fruitless and always dangerous for a single officer to attempt to fire his gun during a high-speed chase. Hitting a vehicle with a slug from a hand gun is very unlikely to put the vehicle out of commission. Under any circumstances, the chance of hitting the vehicle or the suspect is very slight. A more reliable procedure is for the officer to trail the suspect, keeping the dispatcher informed of his location, so that other units, coming to his assistance, may head off the suspect, stopping him in a normal manner.

Weapons should not be fired until the suspect is stopped. Then, if it is necessary to shoot, fire will be more effective and less likely to endanger bystanders.

AN OFFICER SHOULD NOT DISCHARGE HIS FIREARM EXCEPT (1) IN THE DEFENSE OF HIS OWN LIFE, (2) IN THE DEFENSE OF ANOTHER PERSON'S LIFE, (3) IN THE PURSUIT OF AN ESCAPED, PREVIOUSLY CONVICTED, FELON, OR (4) ON THE PRACTICE FIRING RANGE. ★★★

The man who loses his head is usually the last one to miss it.

Underworld English

By J. E. Schmidt, Ph.B.S., M.D., Litt.D.

EDITOR'S NOTE: *The author is a prolific writer with a very special interest in the vocabulary of various areas of speech. His published books include:*

A MEDICAL WORD FINDER—*Medical terms can here be found on the basis of their meanings, both by the medical man and the layman.*

A DICTIONARY OF MEDICAL SLANG—*A dictionary of amazing words and phrases of interest to all. Lists the good words and the bad, with clear definitions.*

NARCOTICS—LINGO AND LORE—*The lingo and lore of the underworld and under-underworld of addiction. Something funny, something sad—on every page.*

LIBIDO—*An anthology of words, phrases, humor, and practical philosophy dealing with sex in its normal, abnormal, subnormal, and phantastic expressions.*

MEDICAL DISCOVERIES—*A dictionary giving the essential facts about 6,000 medical inventions, discoveries, procedures, etc. A fascinating book for the layman as well as for the doctor. Tells WHO and WHEN in connection with each discovery.*

MEDICAL WORDS DEFINED FOR THE LAYMAN (PART OF COURTROOM MEDICINE)—*About 4,000 terms are here defined for the layman; of special interest to police officers, investigators, lawyers, etc.*

UNDERWORLD ENGLISH is a regular feature of POLICE. See how many correct answers you can give to the questions that appear below.

(1) ***Finishing Academy*** means ???

A. An "institution" where amateur pickpockets take a "post-graduate" course to perfect or polish up their craft.

B. A house of ill-repute where novitiate prostitutes learn the rudiments of their proverbially oldest profession, before they "hit" the streets in quest of customers.

C. The operating room of a big hospital in a metropolitan city where, in the view of the hobo trade, the "knights of the road" are used as experimental animals.

(2) ***To Be on Flypaper*** means ???

A. To be reduced by poverty to roll one's cigarettes from the tobacco of castoff stubs and tissue paper.

B. To be a "passer" for a counterfeit ring, i.e., to travel about and make small purchases with counterfeit bills in order to get "good lettuce" in return.

C. To have a record of one's finger prints. "He gets nicked for suspect and, being on the flypaper, he gets a stretch."

(3) ***Jesus Stiff*** means ???

A. A clergyman who has a soft spot for minor offenders and who intervenes in their behalf when they are apprehended.

B. A hobo who embellishes his travels by lettering religious exhortations on barns, fences, rocks, etc., usually in the form of "Jesus saves," etc.

C. An underworld character who has stolen sacramental wine from a synagogue and has "drunk himself stiff."

(4) ***Peanut Farm*** means ???

A. A small jail or workhouse where the inmates are required to work at hard labor, especially cracking rocks.

B. A farmhouse or ranch marked by passing hobos with the sign of a peanut, to indicate that food handouts are available but are of poor quality.

C. A brothel specializing in teen-age or younger prostitutes for sexual aberrationists who have an obsession for female youngsters.

(5) ***Big Mitt Man*** means ???

A. A confidence man whose forte is swindling at cards, especially one who "skins" his victims at poker.

B. A safecracker who is a specialist in "draining" bank safes and vaults; also one "working" the post office circuit.

C. Among bank robbers, the leader of the men who actually enter the premises, as opposed to those who wait in the getaway car or otherwise assist in the heist.

(6) ***High Singer*** means ???

A. An underworld character easily bribed to "rat" on his pals; also, one who easily frightens into confession when apprehended.

B. A bottle of alcoholic beverage used in "loosening the the tongue" of a simpleton, to elicit information regarding the layout of an inner office, etc., in the planning of a "job."

C. A ten-dollar bill, especially when used as a tip given to a minor employee for the purpose of exacting confidential information.

Answers: 1-B; 2-C; 3-B; 4-A; 5-A; 6-C.

★★★

Address: Dr. J. E. Schmidt, Monroe at Park, Charlestown, Indiana.

Teaching Law to Law Enforcers

By Richard A. Myren

EDITOR'S NOTE: *This is the second in a series of two articles by Professor Myren on the problem of teaching the important tool subject of law to personnel in the law enforcement services and to persons preparing for a career in this field. The first article appeared in the preceding issue of* POLICE. *The author is Associate Professor in the Department of Police Administration at Indiana University, Bloomington, Indiana.*

ANOTHER limitation on the academic program of instruction in law is that it must be taught on a national level. Graduates of the Indiana University Department of Police Administration class of 1957 are now employed from Massachusetts to California. When this is true, training cannot concentrate on the law of any one jurisdiction. It must be general in nature so that the student will be at home in any American jurisdiction. This same problem has been faced by our national law schools for scores of years.

Still a third limitation is the fact that the same course which teaches law to future law enforcers in an academic setting must also make a contribution to the general college or university offering. At Indiana, the Department of Police Administration is in the College of Arts and Sciences. This means that its undergraduate course in Criminal Law and the Courts can be taken with profit by students majoring in Government, Journalism, Sociology and Business as well as by Police majors. As a matter of fact, it would be useful to any future community leader, regardless of his career.

Such an approach requires new teaching materials, a fourth limitation. There are no law books designed to fit these particular needs. Books on criminal law have been written for popular reading by laymen. Books on criminal law have been written for use in our law schools. But no books have been written on criminal law for use at the undergraduate level.

My students are currently using a research draft in mimeographed form of an especially written and compiled text. This is the fourth year of such use for these materials. The process is a little hard on the students, but there is no better way to write a book. The book is tailored to the needs of a college undergraduate course for future law enforcers. Beginning chapters are devoted to exploration of the concept of law and legal system. Concentration is then directed at the organizational structure within which criminal law is administered in this country—the relationships of attorneys general to prosecutors to judges to police agencies to defense attorneys. General discussion is illustrated throughout with detailed material on six jurisdictions chosen both for geographic and legal structure variety. Discussion of these materials (and their existence makes discussion possible, lecture unnecessary) takes about half the first semester. The second half is devoted to the substantive criminal law. Here, as in the entire course, common law heritage and cultural significance are stressed, along with the ability to read a statute. This ability to read a statute, to pick out the elements which the investigator must have some evidence tending to prove, is the one skill taught during the semester. The balance of the course is informational and devoted to development of an understanding of criminal law which will lead to a strict but humane attitude toward offenders.

The second semester and second half of the book deal with criminal procedure and evidence. Here a modified case method approach is used for interesting realism and for creation of a positive view toward civil rights. All too often the law of arrest and of research and seizure has been taught as a set of forbidding rules. Isn't it better to discuss factual situations raising problems in this area with suggested legal solutions, and then to discuss the mistakes to be avoided? An attempt, at least, is made in my course to follow this plan of attack and to explain some of the reasons why the legal solution is not always the easiest or shortest solution. Strong emphasis is placed on the revered legal maxim: "Let's not throw out the baby with the wash water."

Consideration of the law of evidence is introduced with brief reference to techniques of persuasion, the tools used in any type of directed argument. This is necessary because not many students bother any more to take the philosophy course teaching the principles of elementary logic. There is also an attempt made to cover the theory of and need for the ancient right of cross-examination, which, in turn, requires some discussion of the philosophy of our adversary system and the role of lawyers in the prosecution and defense of criminals. With this background, the rules of evidence about who can testify, to what they can testify, and special matters such as burden of proof and presumptions can be discussed with meaning. Experience shows that this is the limit to which time will allow me to go in this academic law course for future law enforcers. I

Address: Professor Richard A. Myren, Department of Police Administration, Indiana University, Bloomington, Indiana.

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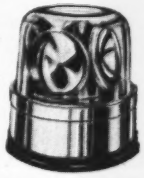

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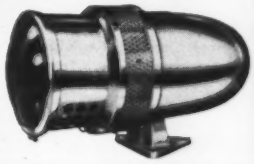

believe that against this background my students will do well in this area in any service training program.

SERVICE TEACHING OF ACTIVE LAW ENFORCERS

We have considered some of the problems in the academic teaching of law to future law enforcers. When our specialist leaves his ivory tower and goes out to teach in service classrooms, he faces a completely new and different set of problems. Some have the same label but vastly different substance.

Time again is an important factor. In a recruit school, a total of 24 hours devoted to the law of arrest and search and seizure would probably mean a three month program over all. Since two weeks is a much more frequent total time allotment, these basic subjects are often given only four or six hours. Extremely careful planning is required for effective use of such frustratingly short periods of time.

Another limiting factor in service programs is the need for an answer. Historical and cultural background are not immediately important when the chase is on. Then the question becomes, "How much force can I use? Can I shoot this man?" This type of question must be answered, and this answer must be the answer for the jurisdiction in which the teaching is done. A solution to the practical problem facing a law enforcer which is lawful in Illinois may be unlawful in Indiana. Philosophical legal discussion is a waste of recruit time. Safe answers must be given for practical problems.

A third factor limiting choice of approach by our specialist in teaching law to active law enforcers is the variety of backgrounds in his students. In a college class, the teacher is fairly sure of what his students know or at least have been exposed to at the beginning of the course. College students coming to my academic classes are to a large extent interchangeable. The foundation on which I am expected to build has been prepared according to specifications. If it has not, the student simply fails or goes back for more preparation. In a service program, the picture is entirely different. Formal education of students in the same class may vary from three or four years of graded school to graduation from college. Experience in the same group may vary from none to twenty years in duration and may also vary extensively in the type of problems faced in that experience. This situation presents a tough problem for any teacher. It requires a tailoring of the presentation to the teacher's "feel" for the response of the class on a running adjustment basis, another reason why canned lectures fail.

Still another limiting factor is the lack of adequate teaching materials. To be useful in teaching law in a service school, materials must be oriented to the jurisdiction in which the teaching is done. Criminal law and procedure are governed largely by statute. These statutes can and do vary extensively from jurisdiction to jurisdiction. One of the greatest weaknesses of present day

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books on law for policemen is that they are written by persons who don't realize the extent of variation from the law of their own jurisdiction. Local rules are presented as if they were applicable everywhere. If this difficulty is recognized, the need to sell to a national market results in generalities not of practical use anywhere.

As a minimum, our specialist teaching law in a service program must have materials on the law of his state in arrest, search and seizure, evidence, traditional criminal law, and rules of the road. He must also be able to describe the court system of his state with understanding. This is the reason for time in the library. A policeman needs to know different facets of the law in all of these areas than does the trial attorney. Many of his legal problems are peculiar to his work. Much of this law is yet to be dug out and written about.

This need for applied legal research is a strong argument for a wedding of academic and service teaching in law enforcement. One who does not do field work and service teaching cannot realize the peculiar aspects of policeman's law. On the other hand, one without academic connections does the necessary research only with extreme difficulty. If there is at least one college or university police program in the state, and there should be in every state, that program can feed research materials to those who do the bulk of service training.

These conditions under which service program teaching must be done require our specialist to have certain additional qualifications. Perhaps the most important of these is an understanding of and an appreciation for the people he must teach. This is a matter of feeling for policemen and their work. It cannot be a condescending "talking down to the level of the audience." Rather it must be an expression of principles to guide them in their problems in language which they use and understand. Recognition of those problems and knowledge of the language can come only from working with the men being taught. This is as true with policemen as with scientists doing missile research.

Service teachers must also know when to say, "I don't know, but I'll find out for you." Practical men facing problems every day in their work can and do pose more baffling situations for application of theory to practice than can an academic class. They also test their instructors and have little mercy on one who tries to bluff.

SUMMARY

This has been an expression of personal opinion about teaching law to law enforcers in academic and service programs. It takes a lawyer who is a law enforcement trainer, not a policeman or a prosecutor. His preparation and teaching should be a full time occupation, not a sideline. There are many problems to be faced in each of the two types of programs—and they are different. Do you agree? ★★★

UNION COUNTY, NEW JERSEY POLICE OFFICERS GO TO COLLEGE

CRANFORD—Union County's new policemen are going to college.

The annual eight-week Training Academy sponsored by the Union County Police Chiefs Association will be held in Union Junior College's new $1 million building, which will open in September, it was announced today by Dr. Kenneth C. MacKay, U.J.C. president, and Police Chief Lester W. Powell of Cranford, association president.

The academy provides basic training for new police officers of all 21 Union County communities, the Union County Park Police and the Union County sheriff's office.

Classes begin October 5 and continue each Monday through Friday from 1 to 4 p.m. through November 30.

Chief Powell, who is dean of the training academy, said use of the college facilities should provide "an academic atmosphere for our program."

"This program should be beneficial to both the college and to the police training academy," Chief Powell said.

"Our education committee and college officials," Chief Powell said, "are exploring the possibility of instituting a police science program for police officers at the college. Such programs are now offered at a number of colleges, including Queens College in New York City."

The police academy will make use of the college's theatre-type lecture hall which seats about 125 persons, classrooms and the cafeteria. Several demonstrations and exhibits will make use of a portion of the 28-acre campus.

Serving as instructors for the police academy will be officers of Union County police departments, the State Police, New York City police, Federal Bureau of Investigation, prosecutor's office, civil defense officials, representatives of safety organizations, the Interstate Commerce Commission, the Cranford First Aid Squad and the Union County S.P.C.A.

A new subject this year will be explosives. A New York City bomb squad will explain and demonstrate how to remove detonators.

Some of the lectures will be open to sociology students at the college and other students who may find them valuable in their studies, Dr. MacKay said. U.J.C. students also will be invited to make use of the driver training facilities to be borrowed from the Automobile Club of America.

Union Junior College's new building will contain 17 classrooms, four science laboratories, a theatre-type lecture hall, a large, centrally-located library, cafeteria, dining hall, kitchen, administrative offices, student and faculty lounges and conference rooms. It is located on a 28-acre campus off Springfield avenue, opposite Nomahegan Park.

Police Chief Fred Falzone of Garwood is chairman of the association's education committee. Serving with him are Police Chiefs Albert Pfirrmann of Westfield, Christian Fritz of Mountainside, Carl Ehnis of New Providence, William Muth of Clark and Harold Curtiss of Berkeley Heights.

A graduation dinner will be held November 30 at the Cranwood, Garwood, and certificates will be awarded to police officers successfully completing the eight-week program.

POLICE PERSONNEL PROBLEMS

The Mental Miasma—A Police Personnel Problem

By Lieut. Robert D. Dyas

EDITOR'S NOTE: *Lieutenant Dyas retired at forty-eight from the Metropolitan Police Department of Washington, D. C., on November 1, 1957, due to a knee injury incurred in line of duty. A fluent writer, he has been persuaded to set down for the record some of the conclusions and results of his long and successful experience as a police officer.*

In this second and final installment of two penetrating articles dealing with job frustration, he offers some of the approaches which supervisory officials may take in meeting this important police personnel problem. Lieutenant Dyas is currently working on a manuscript for a book under the tentative title, POLICE PERSONNEL PROBLEMS, *which will be released later in the Police Science Series.*

THERE never has been an active, conscientious police officer who sometime in his career hasn't been plagued with these doubts about the real value and worth of what he has been doing. There never has been a good police officer who at one time or another didn't consider himself a prize fool for ever thinking that even in the smallest degree he could improve this silly world. Most men work their way out of this morass of discouragement and wrong thinking. Many others, far too many, never regain their faith in themselves and their job. Some of these leave the service voluntarily, others deteriorate so much they are dismissed, but the majority of those who fail to recover remain on the force to become that deadwood segment that slows down and hampers almost every department. One of the sad things about this disease is that it so often strikes during the years when an officer must be preparing and qualifying for the most difficult and important of all the promotion steps—the first one. It tends to strike the really good man rather than the average or mediocre and probably accounts for the fact that often the plodders get on the promotion ladder while basically better men bog down.

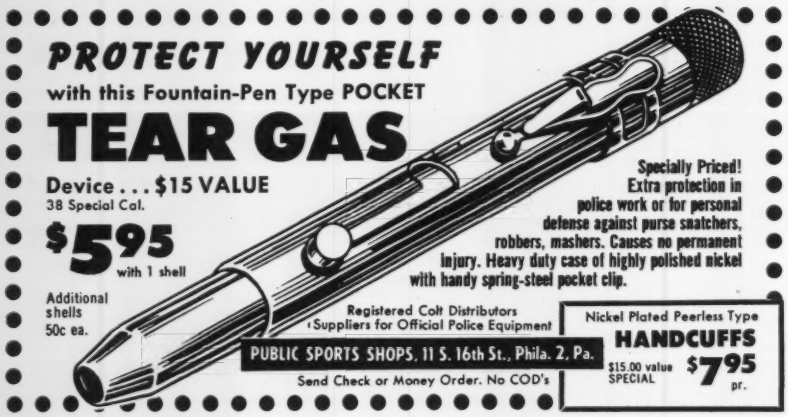
The most important problem is, of course, what if anything can be done about this disease or ailment. Unfortunately there is no one stock answer or cure. Every man is a different problem and what may help one could harm another. The driving technique is an example of this. Some men can be driven just as a horse can be whipped through a bog until his feet get on firm ground. On some few men this driving, this close, continuous supervision will bring them out of their doldrums. For most men, particularly most police officers whose excellence depends upon individual initiative, this method doesn't work. It is perhaps unfortunate that it doesn't for it is a sad fact that in the case of many supervisory officials, especially those of the old school, this driving technique is all they understand or value.

Psychologists tell us that learning is best accomplished by the tell-show-do-praise method. The problem that an official faces with a man who has bogged down is perhaps not teaching although there may be some relearning involved. The praise angle is certainly something that should be tried. Admittedly as regards a man who most needs help it is sometimes very difficult to find a reason or an excuse to praise him but the results make it worth looking for. It should be realized and remembered that loyalty and regard for a well-liked official will sometimes be a more important factor to a man, at least while he's down in the dumps, than the regard for his profession or community. Rather than disappoint or let down an official he admires he will keep going even though he has lost the interest in doing things for the sake of the job itself or for the Department or the community. It is important to keep the man going whatever technique or combination is used, driving, praising, or the loyalty angle.

Here another human equation enters the problem. Officials also, even the most sincere and conscientious, are only human and they, too, get discouraged and disgusted and may give up too soon in trying to get a man out of the doldrums. Time is, of course, a relative thing and some men take longer than others to get them over the hump and back on the track of normal vigorous thinking and working. The official must believe, sometimes, in spite of prolonged failure, that this lassitude is only a temporary condition. We are, of course, still speaking of the officer who is a basically good man but has bogged down; one who has proven his worth over a period of months and years. The problem must be considered akin to an overdose of drugs where, as an emergency treatment, the subject must be kept moving or lapse into a deadly coma.

These driving or coddling techniques—if it is considered as such—are the emergency measures. In themselves it is possible that they

Address: Lt. Robert D. Dyas, 305 37th Street S.E., Apt. 303, Washington 19, D. C.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may be cures and the subject will work himself out of this let down phase. The sounder and better adjusted a man is the more apt this is to be the case, but the length of time that a man has been allowed to flounder without help or even recognition of his ailment enters into the problem. This inertia-lassitude-boredom disease is a progressive malady. The longer a man stays in it the worse he gets and the less chance there is of recovery. Somewhere along this sad road there is a point of no return and the result is deadwood, almost unreclaimable deadwood. That is why it is important that the officials who work so close to a man should be suspicious of any telltale sign of slackening off and who should recognize the symtoms even before the man realizes them himself.

When the emergency treatments or drive or coax don't cure in themselves additional treatment or therapy is, of course, indicated. This therapy, especially when it is identified as mental therapy, is a fancy sounding thing that scares off half the people who should be trying to use it and is belittled by many people who are using it—albeit unwittingly. There is nothing mysterious or technical about it except the name itself. It is merely trying to straighten out the thinking of a person who is fouled up and trying to find the reasons for the fouling up. As used by our psychologists and psychiatrists in dealing with persons who are really mentally sick or with abnormal personalities it is, of course, a highly technical proposition, one that requires much experience and training, but except in very rare instances these cases are not found in men who have proven themselves in the police profession.

It has been argued that even during comparatively minor stages of trouble the subject should be sent to a trained psychologist to be straightened out because of the possibility that the amateur psychologist may do more harm than good. Although there are instances where expert help is needed this automatic referral is not only impractical, it is ridiculous. For one thing it would require a whole battery of psychologists to handle the work load but more important is the fact that the official working close to a man can do a much better job with more chance of success than any stranger not connected with the police profession. This is because the official has the same background, has done and is doing the same work, has suffered from the same frustrations and disappointments as the man he is trying to help. This does not necessarily mean that the official has any deeper understanding of the underlying problems involved, perhaps not nearly as much as the trained psychologist might have but —and this is really important—the man thinks he does.

To the subject of this so-called therapy the official is no stranger with a lot of fancy theories. He is a man who has been through the same mill, taken the same knocks and yet who has won out, has succeeded to some degree at least or he wouldn't have gained promotion. Although it shouldn't be used until the latter stages of this therapy approach, the advantage of this similar background and problems can present itself when the official admits that there were times when he was so disgusted and discouraged that he almost quit, when he, too, had just about decided that policing was a fool's job. This makes a tremendous impression on the man who without too much conscious thought on the matter has considered this official to be hard, certain, entirely sure of himself and what he was doing and what he wanted others to do. It may sound silly but it is often a startling revelation to a man to realize that these hardboiled officials who are so irritatingly efficient and so disgustingly right were at one time just as mixed up and confused as he feels himself to be.

When this point of realization is reached the cure is well on its way. The difficult part of the treatment is the beginning. The main task is to get the man talking. Once that is done the battle is half over. Frankly this doesn't come easy at times. It is not too important that the man particularly like the official who is trying to straighten him out although the words will come easier if he does. Sometimes the over-all results are better with an official a man rather dislikes provided he has at least a grudging respect for him. The point as to whether a man should be told or allowed to realize that the official is trying to help him is a moot one. A general although by no means definite rule might be that if the official is fairly certain that he is liked by the man it is all right to come out and tell him what he is trying to do. If he's sure he is disliked it might arouse antagonism and resentment if the man thought he was the subject of a deliberate campaign.

The tools and medicine of this treatment are, of course, words and talk. It is an interview but not an interrogation. Most policemen have been taught some of the basic facts about interviewing and of the difference between interviews and defi-

nite police interrogation. One of the first rules concerns proper setting and conditions. In the official-man talks—or the attempt to evoke talk—this is quite important. In the friendly or well-liked official setup, the actual place of the interview can and will vary considerably because there can be off-duty meetings and conversations, sometimes at the man's home with his wife present. When a less friendly atmosphere exists the interview must be during the working hours. Never, except possibly after the break-through when the cure is well on its way, should these talks be arranged in any office or room or in any condition where an "on the carpet" status might be imagined or implied. The best on-duty times are the midnight hours when things are generally quieter. The official should arrange to meet the man on his beat or to ride with him in his patrol car. He should never be obvious or try to rush things.

Sometimes it is so difficult to get a man talking that there seems to be no point of break-through whatever. The man shuts up like a clam any time an effort is made or a tender point reached. Getting a line on his troubles or gripes through his partner or buddies is sometimes possible and helpful. If he has a partner as in a patrol car it may be helpful to get the partner talking about his ideas on the general situation. In some instances, particularly if it can be done in confidence by explaining to a wife or parent what the official is trying to do, valuable information can be gleaned from home sources. This can backfire and cause the very resentment it is important not to create or increase.

The effort to get a man to talk must be sustained for what is sometimes a discouraging length of time. Sooner or later he will begin to blurt out things, maybe only a derisive word or a sneering comment. During this stage the official must often use great restraint not to get irritated. Here another standard technique of interviewing is very valuable. The psychologists call it the non-directive approach. Anything the subject says is repeated or restated possibly in the form of a question but definitely without comment or argument for or against, no pros and cons, no evaluation or opinion whatever. This is probably the most effective technique that has been developed for drawing out a person. It will work ninety-nine times out of a hundred.

Slowly but surely a clear picture of the man's problems or imagined problems will emerge. Many times they disappear just from talking about them. The act and fact of putting things into words often gives the man an objective view of the situation and is followed by a realization of how silly and insignificant the matter really is. Sometimes information emerges about tangible things the official can personally do something about correcting. The official may even learn some startling things about his own acts, manners or ways, and of the surprising and unsuspected reaction there has been to some of the things he has done or the way he has done them.

Generally the picture that unfolds is plain disillusionment, the story of an inner urge that has taken an awful beating in one way or another. When the story is all out, and never until then, the official can begin to do a little talking on his own. He never gives advice. Nobody wants advice, not even the person who specifically asks for it. Orders yes, if it's in an area where another person has a right to give orders, but never advice. The person who asks for it really only wants to be backed up or supported in something he already wants or has decided to do. If some of the man's troubles involve home or family matters the official should be particularly wary about comments. He may allude to—even if he has to invent—some similar difficulty in his own family life with the implication that everything worked itself out in the long run.

Incidentally, this is no period or no place for the strictly honest and truthful type of person. There may have to be a lot of inventing done to establish the feeling within the man that the official once was in the same boat. If these are not white lies then there is no such thing as white lies. This is the time when the official must establish a degree of rapport. He may be far less subject and sensitive to the bruises of the ego that the man has suffered but it must not be admitted particularly as regards his earlier, younger days. He can and perhaps should try to present the picture of a man who has weathered these things and who has outgrown them. He must convince the man that he once suffered from the same doubts and was almost convinced that the whole matter of police work was a waste of time. Then he must in a rather apologetic and perhaps shame-faced manner relate how certain other ideas crept into his mind.

He will tell of reading about the Boston Police strike in the early part of this century and how many of the supposedly staid and circumspect citizens of that city began looting and acting as though they had never been members of a civil-

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ized community. He will talk about how he began to realize that the city or town we live in is like a village or plantation that has been carved out of a jungle in the tropics. How it took toil and sweat to create such a garden spot; how much work it takes to maintain such a place and how terrifyingly ready and quick the jungle is to move in and reclaim it the instant the workers relax their battle against the noxious weeds and vines that unchecked will wipe out all trace of the cleared area in an incredibly short time. He will tell how he began to realize how our police forces do the same thing for their cities and towns keeping back the ever encroaching jungle of crime, callousness, and carelessness from enveloping and obliterating all the gains that the blood, sweat, and tears of good people had earned for themselves and their children.

The wise official will, of course, vary the intensity and perhaps what might be called the dramatic side of this approach in accordance with the man to whom he is talking. He must be careful not to overdo it. He must guard against what is called getting corny but in one way or another he must stress the fact that even when things seem no better or perhaps a little worse than they were a month or a year before that it really doesn't mean failure. The main job has been successful, a continuing victory over the forces that are forever trying to overcome us and wipe us out. There is, of course, the danger of sounding too complacent about the whole matter and the point must be worked in that what may seem like failure only means that a little more effort, a little more harder work is really all that is necessary. He will tell this man how the realization of all these things influenced him, how he came to understand that the road to progress and improvement was what a great man has called "the hard march of man," and how out of all this he got back the will and desire to keep going and to keep on trying. He won't suggest that the man should feel the same way or reach the same conclusion. He will plant the seed and that is all—and that is generally enough.

The official who uses these methods will have failures—that is certain—but he will have a percentage of success that will amaze him and which will be a source of great satisfaction and gratification to him. He will do better each time he tries to help a man as he becomes more experienced and more perceptive in this engrossing and so necessary task. He will find that he is a better official and that he is recognized as a better official both by the men under him and by his superiors. In most cases neither group will know exactly why their opinion of him has gone up because these projects are not something that should be talked about, either the successes or the occasional failures. The satisfaction comes from watching a good man get back on the track, from watching him work and knowing that you had something to do with making him a good policeman, knowing and never forgetting that you are working with a special breed of men, a dedicated group of men who like yourself have this same quality, this inner urge to make this old world a better place in which to live. ★★★

COMMON MISCONCEPTIONS REGARDING POLICE BLASTED

EAST LANSING, MICHIGAN—Hard-drinkin' police reporters and smart-alek cops—two popular stereotypes in the minds of the adult public—scarcely exist in real life.

This was the opinion of a Miami, Fla., newspaperman as he blasted common misconceptions and stereotypes regarding the police and the press at an Institute on Police-Community Relations at Michigan State University.

"The adult public probably has not outgrown the fabulous Hildy Johnson of 'The Front Page,'" commented Donald Shoemaker, editorial page editor of the Miami *Herald*. "He was the hard-drinkin,' high-lovin,' profane and brilliant police reporter who was concerned first with solving a crime and second with writing about it, and his ways were devious."

Frankly, he said, all of this kind of glamor has gone out of the newspaper business, if indeed it ever really existed, and this may be the trouble with the business today. In fact, he added, this may be the reason why schools of journalism are busy turning out press agents, not newspapermen.

"The second stereotype," he said, "is the smart-alek cop, invariably a detective, who often seems on the side of evil." "In real life, these stereotypes scarely exist," he contended.

In debunking these popular stereotypes, the speaker also suggested better training in police-press relations for the two professions. "If all school of journalism do not at present do it, I would recommend that they equip graduates with a reasonable number of semester hours in the science of criminology and some rudimentary knowledge of criminal law," he said.

"If all police academies do not do it, I would recommend that all of them train recruits in the easy art of dealing with the press," he suggested. "Specifically, invite in your local city editor or managing editor and get an explanation of the newspaper's function," he said.

"Encourage your men to visit the newspaper shop, talk with the editor, and get his views on the human equations in covering news of law enforcement," he added.

As another step toward better police-press relations, Mr. Shoemaker suggested police-press forums established in every sizable community.

"Needless to say, this should involve state police as well as the local constabulary," he reminded. "All of us, I think, would establish a profitable association, for I believe that all of us are seriously dedicated to one objective: a better community."

"In reality, good police-press relations can have an enormous impact on generally good community relations," he concluded.

Sponsoring the institute were the M.S.U. School of Police Administration and Public Safety in cooperation with the National Conference of Christians and Jews, International Association of Chiefs of Police, Michigan Association of Chiefs of Police and the Michigan Sheriffs' Association.

COMBAT SHOOTING

POLICE FIREARMS — AMMUNITION — SHOOTING TECHNIQUES

Hide-Out Holster Builder

By Paul B. Weston

WITH his hands and elbows he cleared a space on the bench for a small pad, pushing odd bits of leather, tools, and partly completed holsters out of the way. The man at the bench was huge, at least 270 pounds and an inch or two over six feet. His hands moved with the delicacy of an artist. A few deft strokes and there appeared on the pad a strange, pointed object. An arrow completed the sketch and "Chic" Gaylord looked up. "That's the direction you'll draw, towards the front," he explained quietly.

"How soon can I have it?"

"When do you need it?"

"I've been wanting a holster, a good one, for a long time."

"Sit down and I'll make it for you right now."

As he worked cutting the leather we talked. I told him of an old saddle maker of the Mounted Division who had made my previous holsters, but arthritis had him all crippled up and he could no longer work the leather. Then I must have drifted into a typical police question, asking what started him in the holster business.

"Cops," he told me. "I was brought up on a ranch out in Colorado, Delta County, and knew something about holsters and guns. Out home, holsters were made of top grain cowhide, but when I came to New York City I met a couple of detectives from the Broadway Squad and their holsters were built by shoemakers. Thin, black leather; weak linen thread; and canvas lining for all the world like the uppers of a pair of shoes."

"What started you in the business?"

"Job," he said. "I lost my job. I'd made one or two friends in the police department and I always had some detective around Broadway asking me to make him a holster. When I lost my job, they heard about it, put pressure on me and since I needed the money I started to make holsters. Simple?"

"Job? What job did you lose?"

"Press agent."

I voiced my amazement that any public relations man could become a leather worker, but I was in for even greater surprises. Chic had left the ranch to major in art at the University of Nebraska!

Address: Dep. Chief Insp. Paul B. Weston, 2000 Ceres Way, Sacramento 25, Calif.

He then taught at the Grand Central School of Art in New York City, specializing in humorous illustrations —cartoons. This was followed by 13 years as an idea man for Peter Arno, the dean of American cartoonists. A period of free-lance writing culminated in association with a film of publicists.

"Then boom . . ." Chic continued. "The publicity firm went out of business and I found myself making holsters."

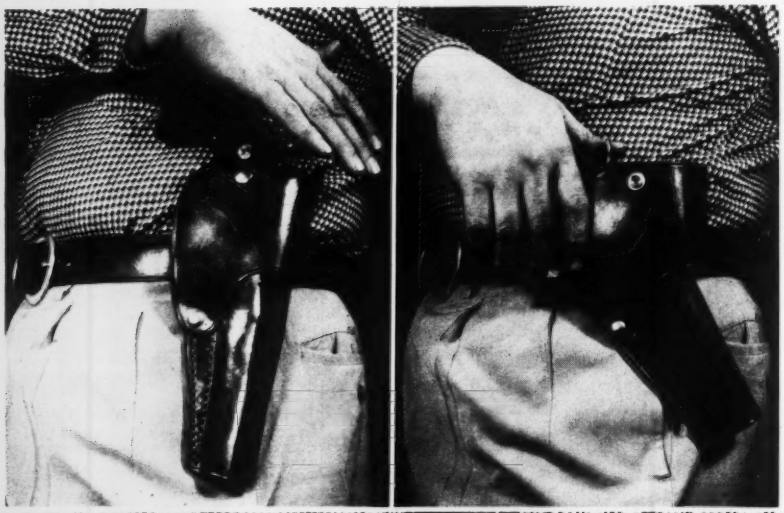
Chic's business found word-of-mouth advertising slow. During the first few years he had to work nights as a "house officer" to supplement his income. His first job was at the Hotel Taft, at 50th Street and Broadway, and this was followed by work at the Hotel Astor, 45th Street and Broadway. In the daytime he designed and built holsters; at night he changed into a business suit and became a hotel detective.

In time, business increased, Chic's mail began to contain substantial orders. Good will advertising had reached into Latin America, the West, and almost every major American city. He moved his business to a small shop a block and a half from Broadway. The "sidewalk" trade picked up, and soon Chic was able to give up hotel security work and concentrate all his energies on holster design and manufacture.

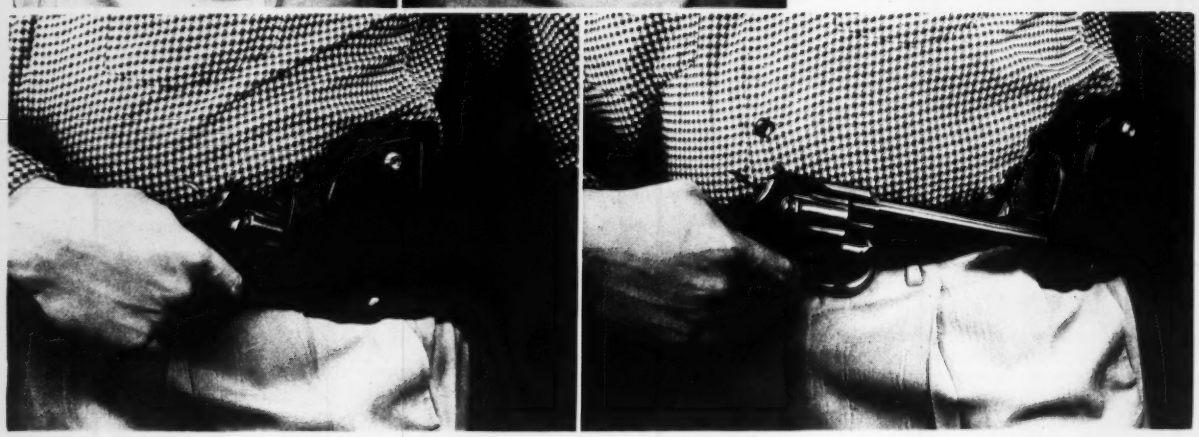
Chic now has over 60 holsters designed from a systematic study and categorization of the needs of his customers. It is this "job analysis" of the circumstances under which various types of police officers and other law enforcement agents carry and use their weapons that established Chic Gaylord as a hideout holster builder rather than a run-of-the-mill holster manufacturer.

This personal service touch is reminiscent of nineteenth century holster makers, but it is based on twentieth century job analysis techniques.

"There's no 'best' holster for every occasion," Chic explained. "There has to be a compromise between concealment, safety, and speed. An ankle holster is particularly suited to an officer working on vice and gambling—normally misdemeanor cases not calling for the use of a revolver—or an agent working undercover on narcotic cases. They must be armed, but they don't want a 'bump frisk' to reveal the fact they are carrying a gun. A D. A.'s man may be involved in hand-to-hand



The four steps to a successful cross draw. The holster shown is the Gaylord "Dragoon" and the author's Colt Officer's Model .38 calibre revolver. Note that the trigger finger is not placed in the trigger guard until the muzzle clears the body. This is one of the safest holsters in modern use because of its swivel design.



fighting, but the use of a weapon is not justified until his life is actually endangered. He requires a safety snap-fastener to keep his gun in the holster until he needs it. On the other hand, a federal agent working on the apprehension of armed fugitives wanted in connection with serious felonies such as homicide and kidnapping needs a holster designed for speed—top speed."

That was two years ago, and since then I've found many opportunities to visit Chic in his shop. We have a lot in common, we both dislike "gimmick holsters; cheap leather; weak sewing; and belts too narrow for the holster loop."

"An invitation to self-destruction," is Chic's description of holsters with some form of "gimmick retaining device." Holsters requiring the trigger finger to be placed in the trigger guard to operate a release are particularly dangerous. A trigger finger should not be placed inside the trigger guard until the muzzle of the gun has started to move away from the officer's body and toward his opponent.

Cheap leather in Gaylord's opinion is poor economy. The holster doesn't last but a short time and it usually will not hold its shape for over a few days. A fanatic on fitting each holster to the gun for which they are in-

The "Hold-out." This rig is ideal for detectives. The weapon and holster can be placed in a desk without stripping off the belt. In summer, a light sport shirt worn outside the trousers will effectively conceal this gun rig.

(Right) The "Blue Streak" shoulder holster is positioned so low that it is almost in a cross-draw belt position. This holster design includes the safety swivel which puts the gun in the shooter's hand while guiding the muzzle away from the body.

(Below) Chic Gaylord's amazing "Dynamite" shoulder holster. The muzzle points to the rear and the butt of the revolver is in a fine position for securing a shooting grip when the gun is grasped initially.

tended, Chic also insists that certain leathers are only suitable to small guns. As a general rule, he increases the weight of the leather in accordance with the size and weight of the weapon.

Weak sewing, in Chic's belief, is any kind of thread used for stitching leather other than nylon cord. In his shop Chic uses 90-pound jerk-tested nylon cord. Nylon will not rot and it protects against an opponent ripping a gun loose, tearing the seams of a holster. "Norden, that cop out in Queens, wouldn't have been killed by that 'psycho' if he'd had my stitching in his holsters," Chic said. "Remember, the gun wasn't snatched out of the holster, it was pulled sideways and the holster was torn apart and the cop was shot in the back."

It also bothers Chic to see a man wearing a holster designed for a 1¼-inch belt on a narrow belt of about three-fourths of an inch in width. Under such circumstances holsters usually "walk" along a belt or swivel so that the butt of the gun varies in position. Either one of these factors can ruin a fast draw. It is impossible to draw rapidly unless the gun butt maintains a constant position in relation to the body of the man attempting to draw the gun.

Chic also designs and builds belts. His standard for small guns, weighing 24 ounces or less, is a 1-inch wide belt, but he adds another quarter of an inch to this width for the heavier guns. Chic sews on a retaining strap to keep the holster from "walking," and makes a snug fit of his belt and holster loop to prevent swiveling or the slightest "give" when the gun is drawn.

Another belief we hold in common favors the right hip draw for right-handed individuals. With the gun positioned so that the butt is well forward, this right hip rig provides a smooth and fast draw providing a wide field of fire. Chic's "Super Police" holster offers the butt slightly forward, with the barrel positioned 50° from vertical; the "Treasury Thunderbolt" puts the butt as far forward as possible, the barrel being slanted to 60°.

Chic has drawn and fired from a right hip holster of this type in record time—from 4- to 6-one-hundredths of a second!

We have both argued for what seemed to be hours with individuals favoring cross draw holsters. Cross draw holsters sacrifice concealment and reduce the speed of getting a gun into action to service a wide target area. True, the cross draw man has an advantage when the target is on his left side—if he is right-handed—but he is seriously handicapped when the target is to his right.

One officer favoring this type of holster pointed out that he could draw the gun with his left hand if his right hand was restrained by an opponent. Chic surprised this man by illustrating how simple it was to pin either the right or left hand of a person attempting a cross draw when the opponent was directly in front of the officer. Right hip holsters are usually out of the reach of opponents in front of an officer.

The only exception to this general rule has been brought about by one-man radio cars. Chic has admitted that a service revolver positioned on the right side of an officer is an invitation to disaster when the officer is required to transport a prisoner or suspect. He has designed a cross draw holster for uniformed duty which puts the gun out of the reach of other persons in a car while its wearer is driving, yet permits drawing of

"Treasury Thunderbolt" has optimum quick draw and safety features. Note how the butt is slanted forward for quick draw and the safety snap-fastener which retains the gun in the holster.

Gaylord's Federal Speed Scabbard for carrying large frame, 4-inch barrel guns in plainclothes. Note how the "hi-rise" position conceals the butt in the contour of the body, but positions it for a fast draw.

the weapon by the officer with either the left or the right hand.

Chic also supports the present movement among police training officers in rejecting cartridge loops as suitable storage for cartridges. Modern thinking requires pouches which not only protect the cartridges from the elements, but also provide the officer with a group of six cartridges rather than forcing him to fumble for shells one at a time.

An artist by training and experience, Chic takes advantage of every body contour to hide a holster. Concealment is his specialty. His "Undercover Scabbards" permit carrying the Colt *Three-fifty-seven* with a 4-inch barrel in civilian clothes without a noticeable bulge by placing the butt above the right hip in the depression just below the shoulder blade. His "Dynamite" shoulder holster is a super-fast, directional draw rig for small guns such as the Smith and Wesson *Chief's Special.* Its design allows a proper shooting grip without fumbling because the gun is carried with the butt to the front and the muzzle to the rear!

While an artist in the techniques of concealing guns Chic is also practical. He guarantees that a gun can be drawn from any of his holsters with one hand whether the purchaser is sitting, standing, walking, running, or hanging upside down! ★★★

BLOODY MASSACRE!

Posed with the cooperation of teenagers, the Spokane Police Department and the local Safety Council, this was Spokane's way of calling attention to the mounting toll of traffic death and injury on the nation's streets and highways. . . . Courtesy THE SPOKESMAN-REVIEW, *Spokane, Washington, and Staff Photographer Frank Parker.*

THE POLICE COMMUNICATION SYSTEM

A Regular Feature
Presented Under The Auspices Of

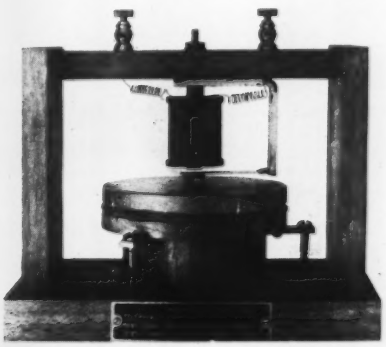
ASSOCIATED POLICE COMMUNICATION OFFICERS, INC.

Edited by Robert A. Mason

The twin forces, transportation and communication, early demonstrated their influence in expediting police operations. From an old print, about 1889.

The old iron police booth provided jail accommodations in addition to other facilities, pending arrival of the patrol wagon.

Gamewell beat communication unit (Exemplar Model) provided facilities for: 1. Talking with police headquarters; 2. Transmitting duty report calls; and 3. Transmitting emergency signal for patrol wagon or ambulance.



The first telephone.

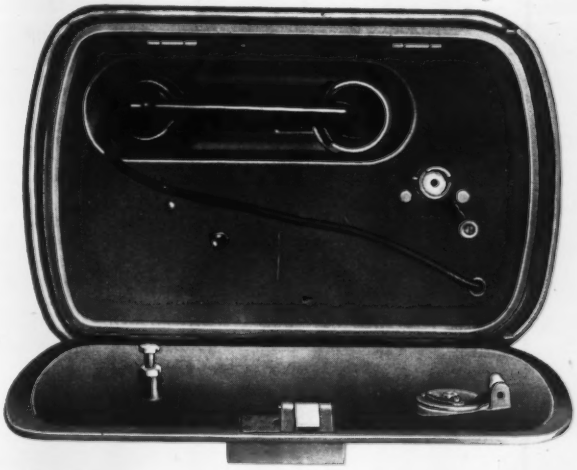
An idea of the styles in switchboards in the "gay nineties." The central heating plant and the comfortable arm chair are items not to be overlooked in comparing this picture with modern communication facilities.

New York City Police Department's first switchboard. Installed 1893.

Second switchboard installed by New York City Police Department—about 1900.

Lake Police recall control unit for operating signal lights over telephone wires. Dial controls for selecting code and district to be called.

Western Electric beat communication unit, showing type of specially cast box.



Gamewell beat communication unit (Exemplar Model), with outer door open showing telephone hand set and pull-down duty report signal lever.

Pioneering police radio in Berkeley, California, 1921.

Motorization of police departments ushered in a new era in the police use of communications facilities.

I A A I
International Association of Arson Investigators

Admissions and Confessions in Arson Cases And Their Admissibility

By John E. Stuerwald, Supervisor

Arson, Theft and Fraud Department
National Board of Fire Underwriters

EDITOR'S NOTE: *As a new and additional service to the law enforcement field, the Journal is pleased to inaugurate with this issue as a regular feature, a special Section on Arson Investigation, under the auspices of the International Association of Arson Investigators.* Of all forms of crime, arson is the easiest to commit and one of the most difficult to detect. Its investigation requires trained personnel thoroughly informed concerning the varied modus operandi of the arsonist and the investigative techniques that may be applied in bringing the case to a socially acceptable conclusion. Focussed toward these requirements, the Section will feature special articles and other materials by recognized authorities in the field dealing with tested investigative methods and procedures which may be invoked in the approach to this type of crime.*

The staggering annual losses attributed to the arsonist are cause for serious concern. His detection, apprehension and successful prosecution involve all the routine processes of criminal investigation and in addition, many investigative techniques peculiar to arson itself. These pages of the Journal are now enlisted as a clearing house for the exchange of ideas and information directed toward the project of arson control and prevention. The Section is dedicated to that increasing host of workers concerned with the specialized task of arson investigation and to law enforcement personnel in general who may at any moment in the course of the day's work be confronted with the crime of Arson.

ABOUT THE AUTHOR: *Mr. Stuerwald has been associated with the National Board of Fire Underwriters since 1950, with the initial assignment as Special Agent in the Arson Department in the investigation of inland marine cases in the New York metropolitan area. In 1951 he became Resident Special Agent of the Arson Department with a jurisdiction covering 14 counties in upper New York State, a position he held until appointment to his present position as Supervisor of the Arson, Fraud and Theft Department in 1958.*

Mr. Stuerwald enlisted with the New York State Police in 1939 and served, with the exception of military service in Troops L and C, Long Island and Sidney, New York, respectively, until joining the National Board of Fire Underwriters. In military service, he rose from private to staff sergeant, 28th Infantry Regiment, 8th Infantry Division, Ft. Jackson, S. C. In 1942, after attending Armored OCS, Ft. Knox, Kentucky, he was commissioned Second Lieutenant, serving with the 714th Tank Battalion of the 12th Armored Division in the capacity of Junior Officer, Company Commander and Staff Officer.

In 1945, he was assigned to Military Government, Wiesbaden, Germany, as a Public Safety Officer and subsequently became Chief of the Public Safety Division. He was discharged from military service with the rank of Major in 1948 and returned to the New York State Police, where he served until his appointment to the National Board of Fire Underwriters in 1950. The following article is based upon a paper Mr. Stuerwald presented before the 15th Annual Arson Seminar held at Purdue University, April 27-May 1, 1959.

A CONFESSION is a statement either orally or in writing wherein a defendant makes a direct acknowledgement of guilt. *An admission is an act or declaration by the defendant inconsistent with his innocence.* The distinction lies in the fact that a confession is an expressed acknowledgement of guilt whereas an admission is circumstantial evidence of guilt. Some courts hold that a confession or admission obtained out of court is direct evidence; others on the contrary hold that such documents are facts to be proved by evidence rather than evidence to prove a fact. All courts, however, appear to agree that a judicial confession and admission constitutes direct and positive evidence.

To keep abreast of our contemporary developments suppose we take a brief look into the 20th Century thinking of our Supreme Court concerning the admissi-

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bility of statements in our federal courts which undoubtedly will affect the future court decisions of our several states. For centuries practically all English speaking nations and from the existence of our nation, it has been a common law rule of evidence enforced in our federal courts and most of our states that the admissibility of a confession was guided by the following rules:

If it was voluntary it was admissible. If involuntary, wrung with hope of some benefit, threat, force or calamity, it was not admissible. The trial judge determined whether it was admissible or inadmissible by reviewing all of the circumstances in which it was obtained and his ruling was binding on appeal if supported by substantial evidence.

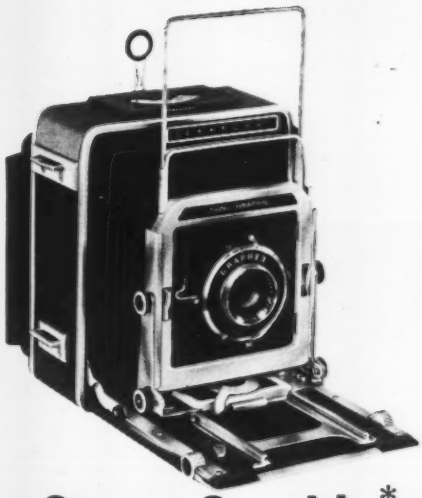
In 1943, however, the United States Supreme Court in McNabb vs. U. S. (318 U. S. 332) reversed a previous conviction by a federal court of two McNabb brothers involved in the killing of an alcoholic tax unit agent. The reversal was not based on the constitutional question of "due process." It was conceded by the court that the defendants were not threatened, abused or otherwise coerced but rather, that an unnecessary delay in the arraignment of the defendants took place. The defendants had been arrested and queried along with three other brothers for several hours prior to arraignment before a U. S. Commissioner.

This then was the beginning of the possibility that unnecessary delay in arraignment, aside and apart from the usual forms of coercion, was to become a future problem of confessions being admitted into evidence. Not all of the judges were in agreement with the majority, however.

Then, in 1948, the same court in Upshaw vs. U. S. (334 U. S. 410) by a 5 to 4 decision reversed the previous conviction in a federal court of Upshaw because there was a delay in his arraignment following his arrest on a Friday. It appears there was no U. S. Commissioner available immediately and he was not arraigned until the following Monday morning. During the interim he was questioned on several occasions but at no time did any period of questioning last longer than 30 minutes nor was it conducted by more than one officer. Here again the reversal was based primarily on what the court labeled as unnecessary delay.

Again in 1957 in Mallory vs. U. S. (354 U. S. 449) the U. S. Supreme Court reversed the conviction by a federal court of Andrew Mallory for rape to which he admitted after questioning. It seems that 7½ hours elapsed between the time he was picked up and arraigned. Here again there was no issue raised about the confession being of a voluntary nature. The court arbitrarily decided that 7½ hours between pick up and arraignment was an unnecessary delay and constituted "duress." Previously the U. S. Court of Appeals had upheld the lower court.

Shortly thereafter, however, the same U. S. Court of Appeals in Watson vs. U. S. (249 Fed. 106) D.C. C.I.R. 1957) reversed the previous conviction in a federal court of Clarence Watson on a charge of murder in the per-



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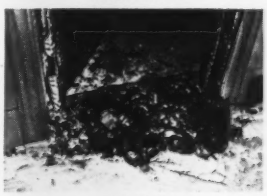

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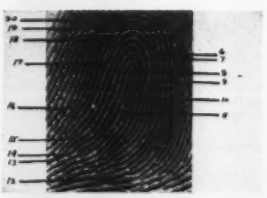

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petration of a rape. Here again it was not a question of force or coercion but unnecessary delay. The court's decision was based on the previous U. S. Supreme Court Mallory case ruling which it initially upheld.

Like an erupting volcano, a number of infuriated jurists, lawyers and of course many police officials, tired of the "enlightened minds" many controversial decisions, were stirred into action. It is all well and good to protect society against the evils of a "Police State," they felt, but what about protecting society against the criminals who break our laws? Actually who are they protecting? If 7½ hours is an unnecessary delay, they said, isn't it possible that one or two hours might also be interpreted as unnecessary delay? Now, they felt, in the absence of a rule of certainty we find we have a rule of thumb and uncertainty which allows murderers, rapists and yes, possibly arsonists to be turned loose on society.

To correct this nebulous situation and once and for all obtain clarifying legislation a bill was introduced in both houses of the 1959 Congress which unfortunately failed to survive conference referral. The bill as introduced provided that:

> Regardless of the delay between arrest and arraignment a confession would be admitted if otherwise voluntary; that a confession shall not be admissible if the subject is not warned during interrogation that he is not required to make a statement and that any he does make may be used against him.

Now the latter part of this bill is no different than the procedure usually taken by any competent investigator who, when taking a confession or admission, always incorporates a preface to the effect that the subject is not obliged to make a statement; that it was not obtained by force, fear or threats and that anything he so says may be used in a subsequent criminal action. Even though the formal document may not be written until after a period of questioning has elapsed and furthermore the preface may not be required by the laws of his particular state, it is good investigative practice and is done in anticipation of later defense action.

In view of the current thinking of our U. S. Supreme Court and without clarifying legislation, one wonders how it will be possible for investigators to get an opportunity to question a possible suspect in order to elicit the truth of a matter where a crime has been committed.

As we know, in most instances all we have is a suspect. Our suspicion may be remote but nevertheless founded on reasonable grounds. We must be given an opportunity to query the suspect prior to arraignment or else how can we normally prefer charges against him? If we must wait to question him until after arrest and arraignment, at which time it is mandatory to advise him of his rights, it goes without saying that his counsel, which he most assuredly will have at his side, will refuse to allow him to make any statements whatsoever. Some may say, "let the prosecutor present the evidence to a grand jury for indictment." Fine, but this method, without so much as an admission or a confession, necessitates a trial by circumstantial evidence should the grand jury indict, and most of us are aware of the ability of some prosecutors to control a grand jury and their reluctance to try a case without it being completely wrapped up with a confession.

As a parting bit of speculation before continuing with our subject I wonder, should the situation get progressively worse in favor of the criminal before it gets better, whether we as investigators will have to place our hopes and fate in the current remote possibility that we will find intelligent and fair-minded defense counsels bent on equal justice agreeing to have their clients take a polygraph test so the atmosphere may be cleared one way or the other. A defendant may appear to us to be morally guilty of a crime but he may not be legally guilty. For this reason, he should receive the very best defense possible. Knowing the true position of his client's guilt should give the defense counsel a much clearer course of defensive action. On the other hand if after a polygraph test by a capable, competent operator, there is an indication of innocence the matter may be readily disposed of.

Getting back to what we as investigators are normally confronted with, we find that each state has its own evidentiary rules relative to the admissibility of confessions, and local investigators must be familiar with these rules. With respect to the "due process" warning of an accused, most state courts have held that the warning must be made by a judicial tribunal such as trial courts, at preliminary hearings and coroners inquests. This,

then, with the exception of the states of Texas and Kentucky and in dealing with a crime in federal jurisdiction, precludes the necessity of such a warning at the time of questioning. As previously mentioned, however, the good investigator, regardless of the rules, incorporates the warning as a preface to a statement.

Some states may already be taking care of the "delay" issue and we find their laws require that a defendant must be arraigned "forthwith" or "immediately." In New York State, however, and possibly others, the law requires that arraignment must take place "without unnecessary delay," not "forthwith" or "immediately." The courts will generally admit an otherwise lawful statement, even though there may have been some delay in arraignment, leaving the credibility and weight of the confession to the jury, which concludes its judgment on its observation of the raw drama of the trial rather than lifeless records.

In general, there seems to be some leniency with respect to the admissibility of admissions, yet there is quite a bit of conflict of authority throughout the country on the matter. Again in New York State, and I presume several others as well, it is felt that an admission expressing some evidence of guilt if not obtained voluntarily, will be excluded. Other states may be more lenient. Again, as with confessions, each investigator must be familiar with the rules of his state.

Statements, admissions and confessions are the culmination of the results of our careful and dynamic investigation to bring it to a successful conclusion. Although the prosecutor is mainly concerned with legal evidence, we must not, if we expect to be successful, confine or limit our investigations to legal evidence. We are interested in any and all evidence to assist us in bringing all of the true facts to light, regardless of the admissibility. We must interview everyone whom we feel has positive knowledge to offer whether it is in the nature of personal habits, finances, movements prior to, during and after the fire, insurance coverages and criminal background and the like. In essence, we are always seeking the Achilles' heel, always keeping an eye open for that main chance.

To do this requires some understanding of human behavior and the various personalities of people. The majority of people we contact will be mere witnesses from whom no written statements will be taken, but whose information will lead us on to further productive areas. Others will be hostile or lying witnesses from whom it may be necessary to obtain written statements to hold them to their remarks and thwart later testimony for the defense. Lastly, we come to those who become suspects whom it will be necessary at times to first interview to learn their alibi, then after checking, interrogate them to elicit the bare truth. It is from this group that we normally obtain our documentary admissions and confessions.

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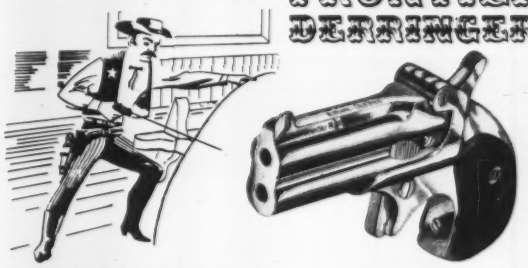

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Reference is made to your shipment to me of one .38 Special Cal. Double Derringer under your invoice No. 27433. I want to thank you for your prompt handling of my order. I will also appreciate your sending me a price list of parts for this gun. Since I am something of a small arms expert and an army Ordnance Officer, you may be interested in my appraisal of this weapon. I had many misgivings about this weapon even after examining it. I had designed such a weapon based on the .41 double derringer some 25 years ago, but did not build one as my calculations indicated that the hammer blow at the lower barrel would not fire the primer. I ran your weapon through a pretty thorough test. I started with just primed cases. Then with 2 grains of Bullseye powder behind 148 grain bullets. I then went up in half grain increments until I reached 4 grains of Bullseye loads. The gun performed perfectly in both barrels. No looseness developed even with the 4 grains of Bullseye which is a much hotter load than factory ammunition. Of course with factory ammunition it also functioned perfectly. I tested it for bullet penetration into southern pine against my very fine 4" barrel Smith and Wesson .38 special revolver. With all loads the penetration of pine by bullets fired from each gun with the same powder charge were equal. In other words this little derringer will give the same bullet velocity as the standard 4" barrel revolver.

Even though the little gun has considerable kick, I did not find the recoil uncomfortable or objectionable. In fact I would like to have one designed for the .357 magnum ammunition.

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The workmanship used in its manufacture does not come up to that used by Smith and Wesson, Colts and other manufacturers of fine guns, but this does not appear to affect the function of the weapon. I would be interested to know if the frame is a drop forging or a casting and what kind of steel is used in it.

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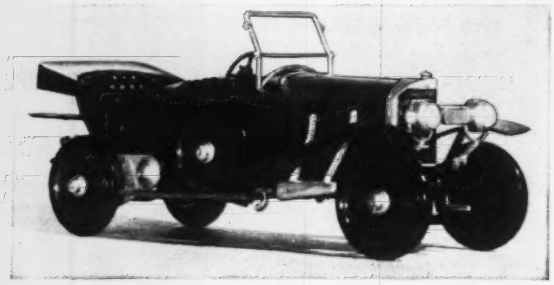

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of time after the fire, the greater the possibility of forgetting or confusing the details. Allow for a variance between two reliable witnesses: Back off and evaluate. Occasionally it will be necessary to "give a little" to "get a little." Perhaps it is best to wait until after the first contact with a witness before we "give a little." Later we may, if the witness seems productive, go back and "give a little" to stimulate a desire to want to participate.

If we keep in mind that egoism over and above laziness, conceit, love, honesty, loyalty and religion, is the primary human motivating force with which we must contend in dealing with people, we shall have gone a long way toward our goal of successfully concluding our case.

Possibly some brief reference should be made of the various styles and techniques of taking confessions and admissions.

Some investigators prefer the narrative form of statement: others the question and answer form. Either is generally acceptable, but we should be aware of certain pitfalls. First, if you have a suspect for a series of fires and he confesses, take a separate confession for each fire, rather than attempt to incorporate them all in one statement. If the narrative form is used in an all-inclusive document, you might find that it is inadmissible because it shows or tends to show that the accused committed another crime for which he is not being tried. On the other hand, should you have used the question and answer form in such a case, objectionable questions and answers may be stricken out without seriously affecting the portions relating to the principal offense.

Another drawback of the narrative form is the fact that we may have trouble overcoming a defense objection that the wording is not in the words of the "obviously unintelligent" defendant. The question and answer form overcomes this, but frequently investigators stick to the main issues and forget to ask a pertinent damaging question while the suspect is on the hook.

In obtaining an admission, it is sometimes preferable not to have the suspect sign the document. He may later confess and at the trial repudiate his confession on the grounds that it was obtained by coercion. We then find that the defense, in an effort to corroborate the coercion theory, will call for the original signed statement, for no other reason than to confuse and embarrass.

Is an oral confession or admission competent legal evidence? Certainly, and it may be proved by anyone who heard it in all states except Texas. However, a defendant who has signed a written confession, witnessed by independent, disinterested persons, may have quite a bit of difficulty convincing a judge and jury that he did not make the confession. On the other hand, although the oral statements are equally admissible, the offender is in a better position to effectively deny the alleged statement.

Signed statements are generally more reliable than unsigned. If the defendant will not sign the document, perhaps you can get him to initial a few purposely made errors on each page and/or at the end ask him to sign "yes" to two typed questions reading, "have you read this statement" and "is it full, true and complete?" Should you find, however, that he will not even take pen in hand, have the statement read before the defendant and a notary public or whatever officer is used to attest to legal documents. Ask him if it is true. Generally he will say "yes," figuring he is getting away with something fancy by not signing the confession. Later you and those who were present can testify to the facts.

Another technique is to have the accused write the confession out in long hand in his own words, then have him re-enact the crime. When you are satisfied that the true facts have been disclosed, return to your office, get a stenographer, and have the subject dictate his confession.

The question of recording admissions and confessions has arisen on several occasions. These, in addition to the written document are permissible, but we must be aware of the pitfall that if some are recorded and others not, a defense counsel may make an issue of the matter by claiming a recording was not made in this instance because his client, the defendant, was coerced. ★★★

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By Francis C. Sullivan, Professor of Law, Loyola University

Wire Taps

THE validity of wire taps and the use of the evidence so obtained has received much attention from the courts in recent months. It is interesting to note that each of the cases considering this question involves a prosecution for violating gambling or lottery statutes.

In a Federal prosecution for violation of the gambling laws of the District of Columbia,[1] the defendant attempted to prevent the use of evidence at his trial which had been obtained by the police during the course of a search and seizure. The search and seizure were made pursuant to a search warrant, but defendant claimed that the affidavit used to obtain the warrant was based upon information obtained through an illegal wire tap.

It appears that police officers, with the permission of the owner, entered a house adjacent to the searched house and attached an electronic device to the wall with a wire projecting some six or eight inches into the party wall between the two houses. By means of this electronic device, the officers overheard telephone conversations in the suspected house, which were then made the basis of the affidavit.

The court held that this conduct of the police did not violate the Federal statute banning wire tapping,[2] since that statute has been limited to physical interception of telephone conversations and does not extend to interception by an electronic instrument if there is no contact between the device and the means of communication. This court also held that the use of electronic devices does not violate the prohibition of the Constitution against unreasonable search and seizure. "(T)he constitutional limitations on searches and seizures do not apply to conversations and are confined to physical invasion and to the seizure of physical objects. The Fourth Amendment does not ban eavesdropping. For example, it is no violation of the Fourth Amendment for a law enforcement officer to crouch underneath an open window and overhear a conversation going on inside. Stratagem and artifice in the detection of crime and apprenhension of criminals is neither illegal nor unethical. In fact, the use of surreptitious means to that end is indispensable in cases of certain types. It is only if the law enforcement officer oversteps the express rules of law that he acts illegally."

Address: Professor Francis C. Sullivan, School of Law, Loyola University, 41 East Pearson Street, Chicago 11, Illinois.

In a Florida case,[3] the defendant was convicted of various violations of the lottery laws. A substantial part of the evidence against the defendant was obtained by a special investigator for the Attorney General of the State of Florida. This investigator rented an apartment in the vicinity of that used by defendant in his gambling operations. The telephone in the investigator's apartment was on the same party line as defendant's telephone, so that all of defendant's conversations could be overheard simply by listening on the investigator's instrument. In order to avoid the necessity of maintaining a continuous post at his telephone, the investigator took a wire, hooked it around his telephone and connected one end of this wire to the telephone wire where it came out of the wall. The other end of this wire was attached to a headset which allowed the investigator to move about his room and still hear all of defendant's telephone conversations.

This device had the additional advantage of eliminating telltale clicks which would have occurred each time the investigator picked up his telephone receiver, and also eliminated the possibility that noise from his room might be heard by the defendant over the telephone. Evidence was gathered over a period of nine weeks through the use of this device.

In the course of a rather unusual decision, this court found that the testimony of the investigator as to the telephone conversations he heard was admissible at the trial because the investigator did not "perpetuate a wire tap." This was so because the investigator had a right to listen on a party line, and listening on a party line does not constitute an interception of a telephone conversation. The court thought this situation was similar to that where a witness listens to a telephone conversation over an extension telephone, which has been held by the Supreme Court of the United States not to constitute an illegal wire tap, at least where the listener has the consent of one of the parties to the telephone conversation.[4]

In treating the party line situation as different from the private line type of case, the court reasoned as follows: "(A) party line is widely used in homes and offices, and hence a person who uses his telephone, presumably knowing that it was a party telephone, would naturally consider the possibility that someone could be listening to his conversation over the party line. A person using a telephone that he knows is on a party

line takes the risk that another person may overhear the conversation, and a person who telephones another, even though he himself may have a private line, is presumed to know that party lines are in wide use and that the person he is calling may be on a party line and that someone else on the party line may overhear the conversation." On this basis, the court, with one judge dissenting, affirmed defendant's conviction.

The court pointed out that the general rule[5] is to the effect that even though a wire tap might violate the Federal statute prohibiting wire tapping,[6] this does not require a state to exclude the evidence so obtained from consideration in its courts. The court also concluded that the use of evidence obtained through the use of a wire tap was not prohibited by any Florida statute.

In an unusual step, however, the court stated that a "technical" wire tap—presumably the direct physical interception of a telephone conversation between two private lines, and without the consent of one of the parties to the conversation—would violate the Florida constitutional provisions against unreasonable searches and seizures;[7] and further, that the use as evidence of conversations overheard through such wire tapping would violate the Florida constitutional privilege against self-incrimination.[8]

The court concluded with this warning: "Our decision on this appeal is not to be construed in any way as an approval of the practice of wire-tapping or unauthorized listening to telephone conversations through other devices by law enforcement officers or anyone else. On the contrary, we condemn the practice. It is a dangerous practice, and, if used increasingly or extensively, could well help to lay the groundwork for the development of a police state, which is abhorrent to all Americans, and help to destroy personal liberties."

A different Florida court, in a case involving substantially the same facts as the above case, and decided three months earlier, held simply that the conduct of law enforcement officers in listening to telephone conversations over a party line did not violate any Federal or Florida statute, and that the evidence so obtained was therefore admissible at trial. This court did not consider any Florida constitutional questions in reaching its decision.[9]

New York has repeated its stand that even though a wire tap may be considered to be illegal under Federal law, evidence produced as a result of the wire tap may be used in evidence in the New York courts.[10]

Here, defendant was arrested immediately after the police, by means of a wire tap, overheard defendant receiving three bets over a telephone. A recording of this telephone conversation was introduced into evidence against defendant and was instrumental in convicting him of bookmaking. This decision is based upon a decision of the Supreme Court of the United States[11] to the effect that the states are free to adopt a policy allowing the use of illegally obtained evidence in criminal trials conducted by the courts of that state.

Two gambling cases in a lower court of the State of New York have also upheld the use of evidence obtained through the means of wire taps.[12]

It seems strange indeed that investigative activity by the police of a state may at one and the same time be held to be criminal under a Federal statute and also in strict compliance with the policy of the state as expressed in the state statutes or court decisions. One might also wonder about the fact that evidence produced through the use of a highly effective investigative technique is admissible at trials in one state and not in another; and even more strange is the fact that in a given state evidence obtained through the use of a wire tap may be used against a defendant in a state court, but in a Federal prosecution of the same defendant in the same state such evidence is not admissible.

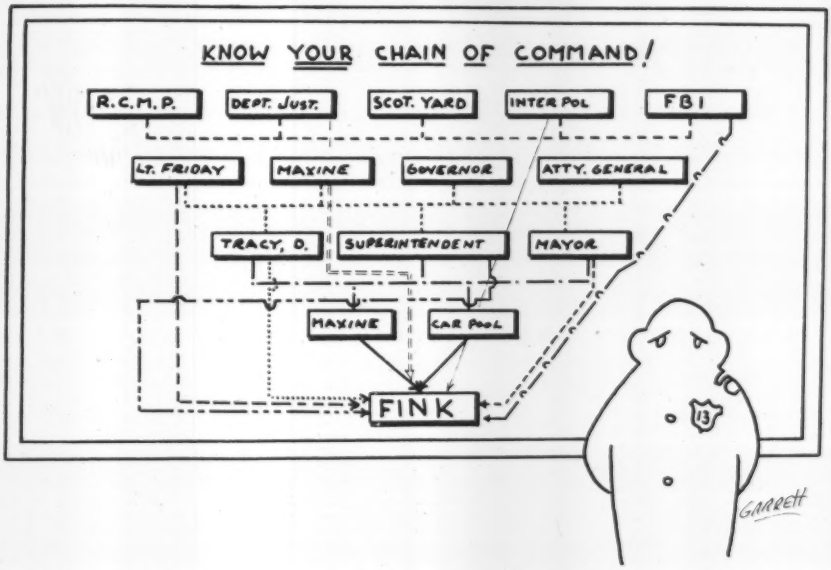
We are faced here with two conflicting policies. On the one hand we have the often expressed cry that "something must be done" to combat the sharp increase in crime. This results all too often in sharp criticism of the police for failure to solve crimes, or to obtain convictions of persons arrested.

On the other hand there is the unreasonable fear that effective law enforcement means "destruction of the personal liberties of the individual," or the creation of the "police state." This, of course, is the prevailing point of view—at least on the part of the most vocal segment of the community. This point of view seems to ignore the fact that in the vast majority of cases a crime has in fact been committed. When this happens, we expect, or more properly, demand that the police apprehend the criminal in order that he may be properly punished, and, of even greater importance to the average person, in order to assure that this person will not commit additional crimes. After all, we have not created our system of criminal justice to protect the state as such, but to protect all of the members of the state.

Why is it that the focus is always placed on the possible results of *abuse*, rather than the benefits of proper *use* of modern investigative methods? In the case of wire taps, is the objection that a person has a right to use the telephone as a means of committing crime, or a right to discuss a crime once committed? Of course not. The argument really involves a fear that this investigative method, as well as others, may be *abused* and thus result in the conviction of an innocent person, or perhaps that unscrupulous persons may *abuse* the method by resorting to blackmail. The fact that something may be abused does not mean that its reasonable use should be prohibited. The answer would seem to lie in the severe punishment of the abuse, while permitting the proper use of the wire tapping technique.

A solution to the problem, as it stands, might be the addition to the Federal Act of an exception for law enforcement officers tapping a telephone wire under the authority of a specific order issued by a competent Federal or state court. The next step would be the preparation of a uniform statute to be adopted by all of the states. This statute would provide for the issuance of an order, to law enforcement officers only, au-

THE DEBUT OF OFFICER FINK



'A POORLY DEFINED CHAIN OF COMMAND CAN CREATE CONFUSION, BREED DISTRUST, AND LOWER EFFICIENCY-'

EDITOR'S NOTE: *Officer Fink has climbed out of the ink bottle to confide that he is going to join with us as a regular feature of the Journal. Here in his initial appearance, he takes advantage of the opportunity to drive home the importance of the chain of command. After some reflection, he stated to the Editor that he has a lot of other roll call training ideas which he will make available to the American police field in the issues ahead.*

Officer Fink's master-mind is Captain Bill H. Garrett, U. S. A., cartoonist extra-ordinary, now stationed at Fort Meade, Maryland, after attending the Advanced Officers Course of the United States Army Security Agency School at Fort Devens, Massachusetts. He has accumulated nearly fifteen years active enlisted and commissioned service in the Army since 1943. Captain Garrett was commissioned in the Engineers in 1948, serving in World War II (European theatre), in Okinawa 1949-50 and back in Germany from 1955 to 1958. He has served with the Artillery, the Corps of Engineers and for the past seven years, with the U. S. Army Security Agency. While all this has been going on, he has accumulated credits at the University of Maryland to the point where the B.S. is in sight over a not too distant scholastic horizon. Personally, he is 33 years of age, a Texan by birth, married to a Texas girl and father of one and four-ninths children, the former being a boy who infrequently answers to the name of Mike; has blood type B, shoe size 10-c and a strong dislike for liver.

His cartooning career includes a brilliant record of unflattering (but apparently recognizable) caricatures of his high school teachers; he was art editor on various high school, college and military yearbooks. He did free-lance commercial photography to finance two years work at the University of Houston. He whispers that he has accumulated an impressive and growing file of rejection slips from some of the best slick magazines in the U. S. With Officer Fink, Captain Garrett has now joined the slicks.

thorizing a wire tap to be used on a specific telephone or telephones. The order would be issued at a private hearing on the basis of an affidavit of the officer that a crime has been committed, or is in the process of being committed; that there are reasonable grounds to believe that certain persons participated in the crime; and that wire taps on the described telephones are necessary to bring the investigation to a successful conclusion. The statute would also provide that any person tapping a telephone wire without such court authorization, or making use of any information obtained through the use of an authorized wire tap for any purpose other than an official investigation of criminal activity, would be punished by imprisonment for not less than one nor more than five years.

Such a statute would seem to make wire tapping available in those situations where its use is highly desirable, yet at the same time provide safegu rds against its abuse.

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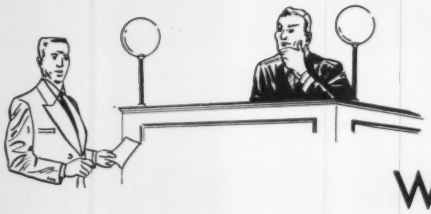

What Did He Say?

THE ROLE OF ACCENT, EXPRESSION AND CHOICE OF WORDS IN CRIMINAL INVESTIGATION

By Professor Mario Pei

EDITOR'S NOTE: *What the criminal offender said to his victim during the commission of the crime has long been regarded as an important element of the modus operandi in criminal investigation, but the exploitation of accent, expression and choice of words offers an additional investigative tool of unusual promise. Linguist, teacher, and author of numerous articles and books on language, the author presents here for the investigator a formula for making effective use of this tool in the successful approach to case solutions.*

Professor Pei received the A.B. and Ph.D. degrees from Columbia University, where he is now Professor of Romance Philology. He has written articles for THE NEW YORK TIMES MAGAZINE, THIS WEEK, GOOD HOUSEKEEPING, CORONET, THIS MONTH, THE NEW LEADER, THE SATURDAY EVENING POST, HOLIDAY, READER'S DIGEST, TOMORROW, *and* TOWN AND COUNTRY, *in addition to most of the major professional journals in this country and abroad.* THE STORY OF LANGUAGE, *published by Lippincott in 1949, was a Book-of-the-Month Club selection. Even Bernard Shaw was moved to write from Ayot Saint Lawrence, "After a glance at it I found it was readable, and, though the writer is an Italian, so much more idiomatically English than most natives could achieve." He further added that Professor Pei's "prodigious memory and knowledge remind me of Isaac Newton."*

Professor Pei has been a lecturer for the Foreign Policy Association, International House, English-Speaking Union, The Voice of America, Radio Free Europe and various professional groups. During World War II, he collaborated with OSS and OWI in the preparation of linguistic projects connected with the war effort. His prolific literary conquests include more than twenty-two books in the field of language. It is evidence of the JOURNAL'S *professional standing among mature writers in this country that Professor Pei has taken time out of a busy schedule to write this important article—exclusively for POLICE.*

WHAT you do with the following information is your own business. I, as a language specialist, would never presume to dictate crime detection methods to those whose specific business is fighting crime.

It is quite possible that the element of language never has entered and never will enter the matters you are called upon to investigate. Yet there is a chance that it may. If so, it would be a pity to overlook the clue that may lead to the solution.

Take the largely fictional case where the victim hears, but does not see the criminal, either because the victim is blindfolded, or because the crime occurs in the dark. No physical description is possible, but there may be a description of a voice as rasping, or high-pitched, or speaking with a funny accent, or sounding like a foreigner. Worth-while looking into? Perhaps. What questions to put to the victim? What spoken-language features to listen for in a suspect who is apprehended? How to compare the victim's confused description of the criminal's voice and words with that of another person who may have seen and spoken to a suspect?

In many ways, the human voice is just as distinctive as human physical appearance. We can classify a man as tall or short, lean or stout, blond or dark, white, Negro or Mongolian. We can describe the clothes he wears, his mannerisms, any distinguishing marks he may have. We can also describe his speech: a cultured, refined, low-pitched voice, accompanied by a precise use of words and sounds, unaccompanied by slang, dialectal features, or a foreign accent; or, to take a typical layman's description, "a gruff, harsh, snarling voice, not sounding like he came from this part of the country"; or "a strange, piping voice, that sounded like a foreigner, and couldn't really put his words together."

Can we go on from here, and try to piece together a speech pattern that will help us identify the criminal's place of origin, so that we may know what to look for in a suspect that we happen to pick up, or have an idea where to look in the pile of descriptions in our files of known criminals in our area? We can, because every person, native-born or foreign, carries in his speech a trace of his background which is just as indelible, just as precise in its own way, as are his fingerprints. We cannot use this language clue with the same accuracy with which we use fingerprints because what we normally get is a layman's description, which is bound to be hazy, and which we have to interpret in our own way, and then lay side by side with the more accurate description we can worm out of the suspect we hold. But we can at least gather some rough indications, which we may be able to combine with other clues.

* * *

Every locality in the United States has its own distinguishing language features, which will normally show

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up in the speech of the person that comes from that area. This is known in a general way even by the layman, who is usually able to distinguish between what he calls a Southern drawl, a New England twang, a flat Midwestern voice, a Brooklyn accent, and a few other things of that nature. Most of us are also able to distinguish a British accent, an Irish brogue, possibly a Scottish burr. A true expert in local features of pronunciation (I am not really one, by the way) can determine, just by listening to the speech of an individual, where that individual came from within a radius of no more than fifty miles, and often much less. This was proved some years ago on a radio program entitled, "Where Are You From?," conducted by Professor Henry Lee Smith, now of the University of Buffalo. Having before him a group of people he had never seen previously, Smith could determine, from their reading of a limited number of words and phrases, what the place of origin of each of them was. He seldom made a mistake, and when he did, it was due to what he called a mixed pattern (a person born and brought up in one locality, then transplanted to another place where he would, in the course of many years' residence, give up some of his original speech features and take on those of his adopted home). This he did by using a series of imaginary east-west and north-south lines, which form the boundaries between one form of expression and another. To begin with, did the subject pronounce *merry, marry, Mary* exactly the same way (which would place him west of the Alleghanies), or with three different pronunciations (which would place him east of that line)? Did he pronounce *greasy* with the *s* of *some* (which would place him north of Trenton), or with the *z*-sound you hear in rose (which would put him south of Philadelphia)? Gradually tightening the noose with more key words, each putting the subject north-or-south, or east-or-west, of another imaginary line, he would finally pin him down to an area within ten miles of Times Square, or within twenty miles of Richmond, Va.

Very few people would be able to duplicate this remarkable performance, and it could hardly be expected that the victim of an aggression in the dark would be able to tell you that the aggressor used *wush* instead of *wash*, or the *a* of *bat* in a word like *car*. Still, a clue is where you find it, and it would be unfortunate if some speech peculiarity that had impressed the victim failed to impress the investigator simply because he didn't know how to interpret it. The very fact that the stick-up man said: "Youse boids keep yer han's up!" might be corroborating evidence that the job was pulled by Joe Smith from Brooklyn rather than by Johnny Evans from Columbus, Ohio, if the choice lay between those two.

* * *

The full description of the various speech peculiarities that would enable an investigator to determine the precise place of origin of a given person would call for a complete textbook, accompanied, perhaps, by a lecture course with laboratory work in phonetics, and complete sets of recordings of the regional accents of the United States (Linguaphone fortunately has these, done under the supervision of one of the nation's best phoneticians). Such a textbook should be written, and such a lecture course occasionally offered, preferably by the man who conducted the "Where Are You From" program. The student body could in part consist of police investigators wishing to specialize in this field, just as some of their colleagues specialize in the reading of fingerprints. One, or at most a few such specially trained officers in each State would suffice to handle the cases in which the language factor enters.

Short of that, here are a few hints that may be utilized by any intelligent police officer, who happens to have a linguistic bent. Remember that these are very rough and very broad generalizations, and that it is possible to draw much finer lines.

The man born and bred east of the Alleghanies, whether north or south, generally avoids pronouncing his final *-r*, while the Midwesterner and the Westerner usually pronounce it very distinctly and audibly, sometimes almost painfully so. The same goes for an *r* before a consonant inside a word (*father* and *farther*, for

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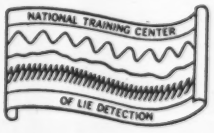

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instance, will sound pretty much alike in eastern speech). The Easterner will give the same pronunciation to *horse* and *hoarse, for* and *four,* while the Westerner will use for *horse* and *for* the vowel sound of *or,* and give *hoarse* and *four* the vowel sound of *so. Wush* or *wursh* for *wash, darter* for *daughter, paw* and *maw* for *pa* and *ma,* belong to the Midwest. The Southerner will tend to say *aig* for *egg, fin'* for *find, kep'* for *kept, chile* for *child.* The New Englander outside of the Boston area will *park* his *car* with the *a* of *bat* and no audible *r,* but the Bostonese will use in *ask* and *bath* practically the same *a* he uses in *father.* A large part of the Ohio Valley will say what amounts to *beyit* for *beat,* and even *giyit* for *get.* The typical New Yorker may or may not say *boid* for *bird* and *erl* for *oil,* but he will be sure to replace the *th* of *three* with *t,* and the *th* of *this* with *d.* He will use the same *ng* in *singer* that he uses in *finger,* and if the *ng* comes at the end of a word and the next word starts with a vowel, he will carry the *g* over (*gettin gout* for *getting out*). The *ou* of *about the house* will sound peculiar in the mouth of either a Virginian or a Canadian, but the Virginian will surround it with Southern features and drop his final *-r,* the Canadian will talk like a Western and pronounce his *-r.*

The use of certain words often gives a clue to the speaker's origin. If he uses *youse* in addressing a plural audience, he is likely to be from the New York area; if he says *you-all,* he is more likely to be from the South; *you-uns,* and even an occasional *us-uns* for *we,* marks him as coming from the mountain region of the Appalachian divide. The Easterner will tell you to put the money in this paper *bag,* the Midwesterner in this *sack,* the Southerner in this *poke.* Far, far more could be given, but this is all we have time and space for.

* * *

What about foreign accents? Do they offer clues as to the origin of the speaker? Definitely. In fact, they are so numerous and outstanding that they even lend themselves to vaudeville comedy. An audience that knows no French, no German, no Yiddish, will nevertheless laugh at the comedian who impersonates one of those groups, largely by his assumed accent.

Is a more precise analysis possible? It is. The linguistic fact is that anyone learning another language at the adult stage carries over into his newly acquired tongue many of the sounds of his original language. These he will use as substitutes for those sounds which he finds difficult. The American learning French, for instance, will tend to substitute his own American *r* for the gently rasping *r*-sound that is characteristic of good Parisian. In like manner, the Frenchman learning English will be almost certain to carry over his *r*-sound, which is like a gentle clearing of the throat ("uvular *r*" is its phonetic name, because it is produced by letting the air issuing from the windpipe vibrate against the uvula in the back of the throat). The Frenchman is normally unable or unwilling to produce our two *th* sounds; he will substitute for them, most frequently, an *s* and a *z,* thus producing the sort of thing that is lampooned in the comic strips as *zees seeng* for *this thing.* But the thing that most characterizes the Frenchman trying to speak English is his distributing the stress evenly over a word of two or more syllables. To an English speaker who usually stresses the beginning of the word, this sounds as though the Frenchman were putting his stress on the ending, and pronouncing the other unstressed syllables of the word far more distinctly than we do. A comic strip might lampoon the Frenchman's pronunciation of *interesting* as *een-tayr-est-EENG.*

A German speaker, particularly if he is from the mountain regions of southern Germany, Austria or Switzerland, tends to pronounce *st-, sp-* at the beginning of a word as *sht-, shp-.* In a British film depicting the creation of the British World War Two fighter plane, the German pilots nearing the English coast give warning to one another of the approach of enemy planes by calling out "SHPIT-fire!" The German speaker also tends to pronounce our final *-d, -g, -b, -v* sounds as *-t, -k, -p, -f,* since his own language does not permit voiced consonants in the final position (in German you write *und der Tag,* but you pronounce *unt der Tak*). The vowels which the English speaker pronounces with a glide (like the *o* of *so*) will have no glide in the mouth of a German speaker, so you will hear him pronounce *so* as *soh,* or possibly *zoh,* because many German speakers pronounce an initial *s-* as a *z-.* An initial *w-* will usually come out as a *v- (vell* for *well).* In extreme cases, if the German speaker's knowledge of English is very sketchy, he may utter a few common German words unconsciously used in replacement of their English equivalents *(oder* for *or, mit* for *with). Zoh I vill giff you a goot shlice uf bret mit cheess* may be a comic strip rendering of the speech of Mrs. Katzenjammer, but it might also be about the way a German who has learned English imperfectly might speak.

A native Spanish speaker can usually be identified by the fact that he gives his initial *h-* in English a much rougher, more rasping sound than English speakers do *(khat* for *hat);* this is because he is using the sound of the Spanish *j* in substitution for our *h*-sound, which Spanish lacks. Even more general and outstanding is the Spanish speaker's tendency to put a vowel sound (something like the *e* of *the)* in front of any initial *st-, sp-, str-, spr-* (this is because in Spanish no word ever begins with those combinations of consonants; our *special* is their *especial,* our *state* is their *estado,* etc.). In common with the Italian speaker (who has no trouble at all with *st-* and *sp-),* the Spanish speaker finds it difficult to distinguish between the vowel sound of *live* and that of *leave,* or between that of *hull* and that of *hall,* and tends to interchange them *(I leave in New York; I live for Venezuela tomorrow).*

The Italian speaker often has trouble with final consonant groups, and tends to put an echo vowel after

them, so that *Pittsburgh* sounds like *Pittsburgher* (as pronounced by an Easterner, without final *-r*), and *Buick* sounds like *BOO-ee-kuh*. The Italian speaker has trouble with his *th* sounds, which the Spanish speaker does not; the Italian may say *dees ting* for *this thing*.

A native speaker of Russian tends to put a *y*-glide in front of an *i* sound, so that *any* sounds like *a-nyi*, and *pity* sounds like *pyi-tyi*. He will often turn our short *i* inside a word into a sound pronounced far back in the mouth, so that *wing* will have the vowel sound of *rhythm*. He will pronounce our final *-d*, *-g*, *-b*, *-v* sounds as *-t*, *-p*, *-k*, *-f*, like the German.

The Hungarian speaker will speak his English in slow, deliberate, over-clear fashion, with very precise enunciation. The Czech will use a staccato pronunciation that faintly reminds you of the rattle of a machine-gun. A Russian, Czech or Pole will often leave out the words *the*, *a* or *an*, which do not appear in their languages, and say "I put book on table" for "I put a book on the table." Scandinavian speakers, particularly Swedes and Norwegians, have a sing-song lilt in their voices, which go up and down with what amounts to a musical cadence. Both have trouble with the sound of *j*, or of *g* in words like *gentle*, and tend to replace it with *y* (*yoin* for *join*, *yentle* for *gentle*).

A Greek speaker can usually be told by his sharp, hissing *s*, combined with the fact that he has absolutely no difficulty with our *th* sounds, which appear plentifully in his language.

It is generally possible to distinguish between a Chinese and a Japanese speaker by the fact that the Chinese replaces our *r* with *l* (*flied lice* for *fried rice*), while the Japanese replaces our *l* with a lightly trilled *r* (*I rike you* for *I like you*).

* * *

This completes our lesson for today. Only a very few major clues have been given, for a very few languages and regional accents. The subject could be comprehensively and scientifically treated, but that would require a full-length textbook.

There is also an entire technique for determining from a person's written language what his place of origin may be, but it is far less definite and more complicated. Here the clues involve the general handwriting, size and type of letters, flourishes, use of capitals and punctuation, significant misspellings, uses of certain words, expressions and grammatical arrangements. That would call for another 3000-page textbook.

But we'll give you just one sample, taken from a detective story in a magazine. An Englishman was found shot through the head, with a revolver lying beside him, and what purported to be a suicide note on his desk. The suicide note was a fake. It contained the written word *honor*. No authentic Englishman would ever spell the word that way. How would he spell it? ★★★

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$500 LAW ENFORCEMENT AWARD ANNOUNCED

Dean Russell D. Niles of the New York University School of Law, has called for nominations for a $500 award and scroll of honor to be made to a law enforcement officer "who has shown conspicuous solicitude for the rights of one accused of a crime." The award, to be made on an irregular basis when merit indicates, will commemorate the late Judge Jerome N. Frank of New York.

Dean Niles, in requesting nominations, said, "It is felt that by honoring a person who has served the ideal of decent law enforcement, the award will attach prestige to fairness of official conduct and not merely to the percentage of convictions."

Along these lines, "Judge Frank had often expressed the hope that something would be done to make the high ideals expressed in the opinions of our upper courts part of the habits of policemen, district attorneys and the like, who are the persons who can give real meaning to these ideals by applying them on the working levels of law enforcement," Dean Niles continued.

The selection of recipients will be made by a committee chaired by Judge Simon H. Rifkind, with the New York University School of Law submitting suggestions. Nominations should be sent to Dean Niles, New York University School of Law, Washington Square, New York 3, N. Y.

Hidden Crime

THE STORY OF EMBEZZLEMENT

By Philip P. Laing

EDITOR'S NOTE: *Mr. Laing is Assistant Secretary of the Fidelity and Surety Department of the Ætna Casualty and Surety Company, with headquarters in Hartford, Connecticut, and is head of the company's Fidelity Bond Division. He has been engaged in fidelity work every since joining the Ætna more than 30 years ago. He previously served as Superintendent of the Public Official Bond Division and then Associate Manager of the Fidelity Division before being promoted to his present post. He is a member and former chairman of the Public Official Advisory Committee of the Surety Association of America.*

A former Connecticut state representative and state senator, Mr. Laing has also served on the Windsor Town Council and as chairman of the Windsor Urban Redevelopment Agency and Insurance Commission. He is on the executive committee of the Connecticut Municipal Finance Officers Association.

In the following article written exclusively for POLICE, *Mr. Laing presents a forceful analysis of the crime of embezzlement, an offense far more prevalent and costly than is generally realized.*

CRIME may be divided into four general categories: Crimes of violence; crimes against society; crimes of misrepresentation, and crimes of embezzlement. In the first three cases, whatever the specific instance may be, the effect, if not the perpetrator, is almost always immediately discovered.

The fourth category, that of embezzlement, is the hidden crime. It's effect—the disappearance of large sums of monies and properties—may not be detected for several years. The magnitude of this secret type of criminal activity may be judged by comparing some recent figures released by J. Edgar Hoover, Director of the Federal Bureau of Investigation. Mr. Hoover stated that in 1958 business losses of monies and properties due to all types of criminal activities *other than* embezzlement approximated $400,000,000. *Losses caused by embezzlement alone totaled an estimated $500,000,000!*

How is this possible?

The answer is found in the difference between other criminal acts and that of embezzlement.

A hold-up is reported in minutes. A burglary is detected in hours. The same is true of many other criminal acts. Clues are pursued, suspects questioned. Thus the police can act and often apprehend and convict the criminal.

Embezzlement, however, does not cry out in warning. Unlike a fire, it has no betraying wisp of smoke or acrid odor. Embezzlement is silent, secret, and usually continuous. What is even more dangerous, it is protected by the system which created it.

Our economic business structure is truly a paper one. Gone are the days when cash crossed open palms. No longer does the average business know at twilight if that day has been one of profit or loss. Business today is conducted by checks, vouchers, drafts, invoices, and a long, long trail of other business papers. Is it any wonder then that there are firms active today who do not realize they are bankrupt and will not know it until six months or a year from now?

It is this paper economy that presents the embezzler his opportunities and allows manipulations which protect him against discovery over a long period of time.

Another contrast to detection of criminals in other activities as opposed to the embezzler, aside from ignorance that an embezzlement loss exists, is the embezzler himself.

In the case of a series of hold-ups, burglaries, rape, check forgeries, counterfeits or con-games, the police have a pool of suspects. The line-up reviewed by the victim; the past history of pecularities which may earmark the act; the tying in of time and place. All these are of powerful assistance to the police authorities.

Where, however, is there a pool of known embezzlers? Is there an embezzler type? Can we easily identify him or her?

If it were possible to apply any measure that could be used, it might be something like this:

The Male Embezzler

He is between 20 and 60 years of age. He has been employed by his concern anywhere from five to fifty years. He is a trusted employee. (Obviously *only* a trusted employee could embezzle for any length of time.) He is either a clerk, a bookkeeper, a manager, a treasurer, a vice president or the president. He is married and has from one to five children. He has had an education that ranges from a high-school diploma to a sheepskin from some prominent university. He may be the brother-in-law, son-in-law, or son or nephew of the owner. He is a highly respected citizen and may even be, and quite often is, either a scout master, a vestryman in his church, or a community leader. In his work he is usually so conscientious that he works overtime almost every night and weekends, and hasn't had a day off or a vacation for several years.

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The Female Embezzler

She is between 20 and 60 years of age. She has been employed by the firm from three to twenty years but usually from ten to thirty years. She may be married but usually not, that is, single, divorced, or widowed, in that order. She is either the trusted secretary, bookkeeper or office manager. She, like her male counterpart, is most efficient—perhaps the only one in her office or department who knows all the answers. She also is most conscientious about working overtime and skipping vacations. If she feels that she is coming down with a cold she'll even take some of the work home with her. "It will give me something to do and keep the work up to date." And, of course, keep other prying noses out of her illicit business.

With the variations which are inevitable between male and female, three aspects are startingly the same. Though the embezzler may occupy any post or position, he or she:

1. Is a trusted employee. The larger the embezzlement, the more trusted had been the employee.
2. Is efficient and industrious.
3. Works longer hours and takes less time off than his or her fellow employees.

It must be emphasized that every officer or employee of a firm who falls within these three descriptions is not necessarily an embezzler. However, most embezzlers who have been milking their firms over a period of time have these three common characteristics.

The methods of embezzlement are too numerous to mention. They range from steady peculations from the "petty cash fund," to ingenious complicated payments to fictitious firms.

Employers too often overlook the ever present opportunities that confront the embezzler. They are inclined to think of dishonesty employee exposure in terms of cash handled. Thus they do not concern themselves with those employees who do not ordinarily handle cash.

Here are some of the more common methods of employee embezzlement:

1. Paying bills (i.e., by check) to fictitious firms and cashing company checks through a dummy corporation.
2. Issuing checks for returned goods never received.
3. Raising invoices and checks after they have been paid.
4. Padding payrolls.
5. Invoicing goods too cheaply and securing a cash rebate from the customers.
6. Reducing amount of outgoing invoices on books, paying reduced amount in cash, keeping customers' checks.
7. Making charges against inactive accounts.
8. Failing to credit payments in cash.
9. Causing company securities to "disappear."
10. Faking hold-ups.

The variations by the embezzler of the above methods know no bounds. They range from the hospital cook who admitted stealing a case of eggs every week for a year for money to bet on the horse races to the clever accountant who almost bankrupted a multi-million dollar concern by a successfully complicated system because he just couldn't do things the honest way.

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What are the reasons that lay behind such embezzlements?

In the first place it should be stressed that the run of the mill embezzler is not a so-called criminal type. He does not consider himself dishonest. More often than not he is entrapped in his own mesh of unhappiness and guilt. He begins by borrowing a small amount to meet an immediate emergency. He has every intention of repayment. Somehow the emergency becomes plural. After the third or fourth peculation he has convinced himself that he is clever and may well continue taking "his cut of the profits."

The generalization as to the causes of employee dishonesty has been stated as "Wine, Women and Song"—with Gambling as a Friend.

However, it is not quite as simple as that. Some embezzlers are concerned about a sick relative—perhaps a wife, a son or parent who needs expensive medical care. Of recent years there has been a noticeable increase of drug addicts. One recent case was that of a lonely prissy man who had a passion for antiques. One young lady explained: "Others keep boy-friends or play the races. I just loved beautiful clothes."

Perhaps the strangest type is the "philanthropist." This person lives simply, has no extravagences, and gives no outward appearance of being other than a normal, hard-working, thrifty individual. He or she is known to have a heart of gold. If you're in trouble go see this one. Quiet donations are received by the Church, and by needy families; nieces and nephews are helped through college.

A Handbook

ARREST, SEARCH AND SEIZURE

•

By
Investigator
HOWARD M. SMITH
State's Attorney's Office
Cambridge, Maryland

Foreword By
HONORABLE RUSSELL S. DAVIS
Commissioner of Personnel
State of Maryland

When is an arrest legal? Illegal? **When** may arrest be made without a warrant? **When** is a search of premises lawful? **What** articles are subject to seizure?

Now for the first time the law enforcement officer can find **in one compact, reliable volume** THE ANSWER to these and hundreds of other questions governing situations in which he will surely find himself.

Here is a handbook compiled specifically as **a guide to the law enforcement officer, whether experienced or inexperienced.** His rights are discussed, as well as duties and the limitations which the law places on his authority. The discussions are NOT MERE OPINIONS—they are decisions handed down by the Court of Appeals of Maryland.

"The Author has spent most of his adult life in the field of law enforcement. He has tried to fill certain public needs, apply certain useful innovations and explore certain promising fields in dealing with human beings. Within these limits he can offer both generalizations and rules that, like good recipes, can be marked, 'tasted and tested.'"—*From the Foreword*

A Monograph in
THE POLICE SCIENCE SERIES

Edited by
V. A. LEONARD

Publication date: March 1959 **112 pages**
$3.75

CHARLES C THOMAS • PUBLISHER
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Everyone assumes she has made some shrewd investments over the years. No one suspects that someone else—the employer—is their unwitting benefactor.

While in some cases, upon discovery, the embezzler will acknowledge guilt and even relief at being caught, it is amazing that so many assume an air of aggrieved innocence. As one woman embezzler and employee of some twenty years put it: "I didn't harm anyone. After all it was only money." To cap the climax, this virtuous lady, some six months after dismissal asked if she couldn't have her old job back. She was finding it hard to make both ends meet.

How can these embezzlements occur?

The best possible answer may lie in the non-contrite statement of one embezzler. "The boss had it coming to him. He made it too easy for me to get away with it."

If that statement could be emblazed on the heart of every employer—whether it be an individual, a partnership or a corporation—the results might be amazing.

What did this embezzler mean? Among other things it meant that his employer:

1. Gave him full responsibility without counterchecking.
2. Waived internal and external auditing. (One firm suffered a $230,000 loss because the president told the auditors not to check a woman bookkeeper who was most "efficient" but temperamental.)
3. Was more concerned with sales than control of sales and profits.

When an employer assures you that so and so is an old and trusted employee, beware. An old and trusted employee usually knows more about the systems and controls, or lack of controls, than his employer. Who, therefore, is in a better position to embezzle and cover up?

There is no positive way to prevent employee embezzlement! There are, however, certain safeguards which will minimize the hazard. The most important are:

1. A good bookkeeping system which is checked and counterchecked by more than one employee.
2. A mandatory vacation requirement—with other personnel trained to take over each others jobs—rotation of tasks.
3. Annual audits by outside qualified auditors. An audit, it should be stated, is not a cash balancing or the preparation of the financial statement but a thorough audit with verification of all transactions. This audit may cost more but may save the solvency of the employer.

In conclusion, I should like to quote Mr. John H. Zebley, Jr., Past President of the American Institute of Accountants, who said:

"Internal control is perhaps the most effective preventive method; but even good internal control will not make it impossible for employees to defraud their employers. Independent audits discourage fraud and often uncover it; but they do not—as is sometimes mistakenly supposed—guarantee disclosure of all irregularities. Fidelity coverage is the means of recovering what may be lost in spite of management's best efforts to prevent irregularities."

In other words, the Silent Sentinel against Hidden Crime is the Fidelity Bonding of Employees. ★★★

POLYGRAPH
and INTERROGATION

To establish and maintain a standard of ethics and professional qualifications

Edited by ROBERT D. STEEL

Polygraphy as a Profession

By Fred W. Nicol

EDITOR'S NOTE: *Following graduation from the University of Alabama Law School with the LL.B. degree, the author served as a Special Agent of the Federal Bureau of Investigation for four years, when he resigned to enter the private practice of law. During World War II, he served as an agent of the Counter Intelligence Corps in the China, Burma, India Theatre, returning again at the end of hostilities to the private practice of law in Tuscaloosa, Alabama. He was appointed Deputy Solicitor in 1953 and elected Circuit Solicitor of the Sixth Judicial Circuit of Alabama in 1958 for a four-year term. Mr. Nicol has done post-graduate work at the Practicing Law Institute in New York City. He is a graduate of the Keeler Polygraph Institute in Chicago, and is now serving as guest lecturer on the Staff of Instruction with this organization. He is a member of the Alabama Bar Association, the National Association of Prosecuting Attorneys and a member of the Academy for Scientific Interrogation. The following article is based upon a paper he presented at the 1958 Seminar-Convention of the Academy.*

A WIDELY known Justice of the United States Supreme Court, a few years ago, very aptly expressed what now seems to be the philosophy of this group. Of course, my thinking could be biased in view of my occupation! He, while handing down a decision, made this statement: "WE MUST GIVE NO EAR TO THE LOOSE TALK ABOUT SOCIETY BEING 'AT WAR WITH THE CRIMINAL.'" Since he was being so brutally frank about it, he should have added, "NOR MUST WE GIVE EAR TO THE LOOSE TALK ABOUT SOCIETY BEING AT WAR WITH THE COMMUNIST."

A very naive and biased person such as I finds such a philosophy repugnant. Especially so when it is enunciated at a time when the Court sets aside the conviction of a self-confessed murderer of a New York Policeman.*

This philosophy, of course, apparently flourishes in so-called "Liberal" or "Left Wing" schools of thought. Thank goodness good citizens with a somewhat more realistic view of the facts of life view this problem in a different light.

Briefly, let us refer to the report of a Trenton, New Jersey, Grand Jury following an extensive investigation by that body of the "Congress of Crime" in session at Apalachin, New York, in November, 1957. For nearly four months this Grand Jury was confronted with witnesses displaying utter disdain and contempt for the processes of justice.

In its official report of its findings, among many other things, the Grand Jury had this to say: "THE RESULTS OF OUR INVESTIGATION HAVE SHED LITTLE IF ANY LIGHT UPON THE PURPOSE OF THE APALACHIN 'CONGRESS OF CRIME' BECAUSE OF OUR ***INABILITY TO DETERMINE AND ELICIT THE TRUTH FROM THE WITNESSES WHO APPEARED BEFORE US.***"

I want to pause here and again emphasize the phrase just quoted: **DETERMINE AND ELICIT THE TRUTH.**

In concluding its report, this New Jersey Grand Jury stated: "ONE RESULT OF THE INVESTIGATION WAS TO DISCLOSE WITH STARTLING CLARITY THE NEED TO PROPERLY ARM LAW ENFORCEMENT OFFICIALS WITH ***MODERN AND ADEQUATE WEAPONS*** in their fight with the criminal element."

Does this Grand Jury report come within the category of "Loose Talk?"

So we have presented here:

(A) The need to elicit the truth in criminal investigations.

(B) The need to properly arm law enforcement officials with modern and adequate weapons.

There we have, in effect, a chal-

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* Malinski V. New York 324 U.S. 401 (1945).

lenge to the professional polygraph examiner. Obviously, the polygraph examiner alone cannot perform miracles, but he should be an essential cog in the machinery of justice. He must be able to do what he is most certainly supposed to be able to do within the bounds of reason.

The liar is as treacherous to our society as the most vicious gangster.

We as polygraph examiners should attach great significance to the views expressed in the Grand Jury report referred to because of the reference to "Modern Weapons."

Within a single generation, the science of electronics has contrived to revolutionize our way of life.

The wizardry of electricity has been applied to achieve a new economy. This is all very well as far as it goes. We must apply the same advanced techniques to the profession of the polygraph examiner on a scale merited by the importance of the field.

I direct your attention to a recent article entitled "Psychiatric Lie Detection"* by the Honorable Edwin C. Conrad, a member of the Wisconsin Bar, appearing in the volume 21 of *Federal Rules Decisions* on page 199.

Now we must never forget that there exists a gulf between Mr. Conrad as a prominent lawyer and you as a professional polygraph examiner. In other words, Lawyer Conrad, I feel confident, was thinking of the polygraph examiner's findings insofar as they might be admissible as competent legal evidence. You as a professional polygraph examiner are, of course, confronted principally with the investigative use of the polygraph. I, as a member of the bar association and also as a purported polygraph examiner, can appreciate that this wide gulf exists between the two uses of the polygraph. We should make sure that neither group ever regards the other as living on the wrong side of the railroad track insofar as the polygraph is concerned. It is highly essential that both groups work together constructively on the bridge that must eventually cross this gulf, which is now far too wide.

So, I commend Attorney Conrad's article to you. It should find its place in your library.

However, I must in the dual capacity of lawyer and polygraph examiner take friendly exception to one statement made as a part of the summary of his article insofar as it might pertain to the instrumental detection of deception. The statement therein is this: "Lie detection is still in an aboriginal state." Out of an abundance of precaution, I looked up the word "aboriginal" in the dictionary—it means primitive!

Were I qualified to rebut this allegation of Mr. Conrad's, time would not permit my doing so now. Nor shall I hastily answer this distinguished writer by simply saying that he lied about the status of lie detection! I sincerely emphasize the fact that the professional polygraph examiner of 1958, who has been accepted into the membership of this organization, is in no sense of the word, a charlatan or maybe I should say, he is certainly no witch doctor.

Actually, any contention that instrumental lie detection is now in a primitive state is easily refuted. Just for example, I refer you to a new training bulletin recently issued by the Keeler Polygraph Institute of Chicago. Most of you are familiar with this publication which is simply an outline of the training of the polygraph examiner at this Chicago School. The curriculum offered students is just as modern, comprehensive, and up-to-date as that to be found in any institution of higher education, either public or private, anywhere and rightly so. It is true, this instruction is extremely comprehensive and lasts for six weeks. If this time seems rather short to some who seek to find fault, then criticism should not be directed towards Keeler Polygraph Institute. If there is a demand, I know courses will be extended beyond the six weeks period. There are practical difficulties, of course, faced by the trainees involving time which can be spared to attend school which, of course, must be met and overcome—they will be in time. Each of you know, as well as I do, that many stringent academic requirements must be met before one becomes a polygraph examiner. The cardinal objective of the Keeler Polygraph Institute in teaching the Keeler Polygraph technique is to prepare the student for immediate service as a polygraph examiner and to lay the foundation for his eventual professional perfection commensurate with his abilities and experience.

Even as comprehensive and concentrated as any training course may be, there are attributes and specifications which cannot be acquired at any institution.

Nor does one become an able polygraph examiner by virtue of the customary course of any school for polygraph examiners any more than one becomes an accomplished psychiatrist by reading a book on mental diseases.

The graduate aspiring to proficiency in field of the polygraph inevitably discovers that for the most part, he must learn the hard way—through observation of experienced colleagues, through his own mistakes and omissions and by stumbling painfully along an endless road of trial and error.

I sincerely believe that it truly can be said that this group of polygraph examiners has "come of age" and that as members of the Academy for Scientific Interrogation we have taken our place in American life as a great force for effective government and law enforcement. We are now achieving the reality of our slogan "TRUTH THROUGH SCIENCE." Those engaged in this important vocation must continue to recruit its manpower from the ranks of the professionally qualified.

We represent the great metropolitan jurisdictions and the rural counties of America. We help make the law effective in courthouses throughout this broad land, both in criminal courts and in the conduct of the civil business.

This Academy commands respect,

* *Psychiatric Lie Detection*—21 F.R.D. 199.

for we are dedicated to an ideal—respect for law and impartial, intelligent and understanding application of the law.

As we move on to become stronger and as we achieve our goals, let us never forget the ideals for which we organized, nor the people we serve. Let us strive with all our energy to perpetuate and strengthen our heritage to advance the technique of deception detection.

We must continue to establish and maintain a high standard of ethics and professional qualifications.

If we don't do this, I'll assure you we will "lag" behind the other professions.

What I'm attempting to say is this: The public generally expects a polygraph examiner to possess certain qualifications. If these qualifications be lacking, can we complain then if a polygraph examiner is not regarded as a professional person?

Professional status can only be maintained through uniformity of standards.

My own personal opinion is that State Boards should be set up. They should require the applicant to pass a proficiency test administered in the manner of the state bar association upon completion of the required academic work. Most certainly, and by all means, the character of the applicant should be investigated before he passes the state board examinations.

What I am referring to is nothing more than a standardized method of screening by the profession itself. If we do this, as it must and should be done, then everyone will know the professional polygrapher is qualified because he made the grade.

When this is done, it will surely follow that the all too ancient case (D. C.-1923) of Frye vs. United States* will no longer stand as modern authority or as the leading case for the exclusion of the evidence offered by the polygraph examiner.

Above all, never forget that the opinion of any expert is no better than his qualifications to give that opinion. ★★★

* Frye vs. United States 293 F. 1013.

Reading from left to right: Police Commissioner Stephen P. Kennedy, Mayor Robert F. Wagner, Mrs. Maureen Long and three children, Mrs. Francine Talkowsky and child, and Deputy Chief Inspector Walter E. Klotzback, Commanding Officer, Emergency Service Division.

NEW YORK CITY POLICE CHRISTEN TWO NEW POLICE LAUNCHES

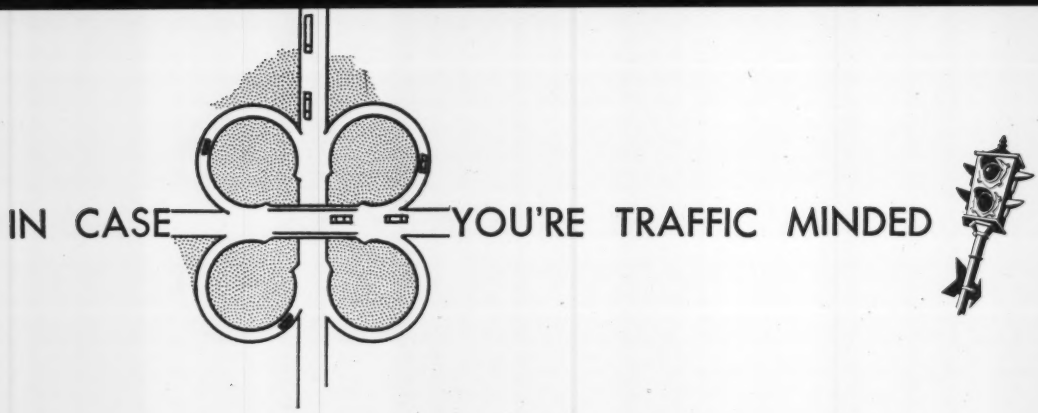
On July 7 at Harbor Precinct Headquarters, Mayor Robert F. Wagner and Police Commissioner Stephen P. Kennedy commissioned two new Police Department launches. The new police boats will replace two old vessels and will be named in memory of two patrolmen killed in line of duty—Patrolman William G. Long and Patrolman Michael Talkowsky.

The new launches are fifty feet long with a fourteen foot beam and a draft of four-and-one-half-feet. They are equipped with diesel engines instead of gasoline engines. Their hulls have been designed to attain more speed with less horsepower and their operation is expected to result in greater safety by reducing the hazard of fire and in greater economy in fuel consumption.

The launches, with a crew of one sergeant and four patrolmen to each launch, will be assigned to patrol the waters surrounding New York City. They will be equipped with two-way radio attuned to Manhattan Police Headquarters, Sonar depth devices and with such safety accessories as first aid kits, stretchers, salvage pumps, fire extinguishers, grapnels and flood lights. They are capable of carrying thirty passengers.

IACP ANNUAL CONFERENCE SLATED FOR SEPTEMBER 27 THROUGH OCTOBER 1 IN NEW YORK CITY

The 1959 Annual Conference of the International Association of Chiefs of Police will be held September 27 through October 1 at the Hotel Statler in New York City. Plans for the 66th session are rapidly nearing completion, both in Association Headquarters and in the New York Police Department. Police Commissioner Stephen P. Kennedy and his local committees have long since completed preparation for the reception of delegates to the meeting of this famed organization. Under the direction of IACP Executive Secretary Leroy E. Wike, an outstanding Conference program has been developed. In addition, convention delegates may take advantage of an unforgettable 6-day post-conference cruise to Bermuda on the *S. S. Queen of Bermuda*—leaving New York October 3 and returning October 9.



Automotive Crash Injury Research

By Robert J. Allen

EDITOR'S NOTE: *The automotive field is following in the footsteps of airplane designers in an effort to "package" the occupants of an automobile in such a way as to increase the chances of crash survival. How can it happen that some persons are able to walk away from vehicle collisions with hardly a scratch, while others involved in similar crashes are seriously injured or killed? Research is paving the way for the answer to this and other problems associated with traffic accidents. In the following article, made available through the courtesy of the Accident Prevention Department, Association of Casualty and Surety Companies, 60 John Street, New York 38, New York, readers of the* JOURNAL *will find an interesting account of the Cornell University Crash Injury Research Project now in progress.*

IN THE United States, motor vehicle accidents are annually producing up to two million injuries, about 40,000 of which are fatal. While some people label the traffic "death-or-injury" record as the "inevitable cost of mobility" or "the price-tag of progress," traffic authorities are firmly convinced that this tragic toll can be substantially reduced. It is axiomatic that comprehensive programming for traffic safety based on sound logic and research will reduce the number of traffic accidents. It is recognized that strict enforcement of realistically designed laws, increased application of traffic engineering principles, and filling educational needs for street and highway safety will minimize certain driver actions that lead to the occurrence of accidents. But, since traffic accidents happen to both good and bad motor vehicle operators, why not try to reduce the severity of injuries to persons involved in those accidents which continue to occur?

Complete and comprehensive research findings concerning immediate causes and methods of reducing the frequency and severity of injuries received in accidents are not presently available. At least one research program, however, is now under way and has already produced many discoveries of inestimable value to the field of crash injury prevention. "The specific aim of Automotive Crash Injury Research is to reduce the epidemic frequency of traumatic injury and fatality sustained by occupants of passenger automobiles involved in accidents, . . ." by identifying and redesigning the specific structures which cause injury to occupants who contact them under accident conditions. This is the point of view expressed by John O. Moore, Director of the Cornell University Automotive Crash Injury Research Program.

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EARLY WORK

Accident observers are repeatedly amazed that some persons are able to walk away from vehicle collisions with hardly a scratch, while others involved in similar crashes are seriously injured or killed. How can this happen? Is it a matter of luck, or are there hidden explanations?

It was just such a question following an experience during World War I that led Hugh DeHaven, originator and first Director of the Cornell University ACIR Program, into aircraft crash injury research during the 1940's. Many of DeHaven's discoveries and the resulting ideas for "crashworthy" design principles of aircraft have been adopted by airplane designers. Manufacturers now recognize that the application of these principles has prevented death or serious injury to countless pilots and passengers.

When it had been proved that a great many injuries sustained in aircraft accidents could be prevented or moderated through design engineering, the research methods developed by the project were applied to the problem of automobile accident injuries. This led to the organization in 1952 of a small automotive injury research group with financial support from the Commission on Accident Trauma of the Armed Forces Epidemiological Board (funds supplied by the Surgeon General of the Army). Initial support made possible the development of a system of data collection and analysis. Additional financial support, granted in 1955 by the National Institute of Health (U. S. Public Health Service) and by the Ford Motor Company and the Chrysler Cor-

poration, made it possible to gather a massive, representative statistical sample of automobile accident-injury details reported on specially designed accident and medical forms.

DURABILITY OF HUMAN BODY

DeHaven's early work resulted in evidence of the almost unbelievable durability of the human body under certain force conditions. His findings, recently corroborated by Colonel John Stapp of the Air Force using rocket sleds to determine the tolerance of the body during deceleration or impact, documented human resistance to forces up to 50 units of gravity expressed in G's, each equal to the body's own weight. In the case of a 150 pound man for example, 50 G's would be equal to 7,500 pounds. However, such forces can be withstood only if (a) the duration of the peak load is short, (b) the force is spread over a wide area of contact, and (c) the rate of application of force is not too high.

An equation is used to compute the force, in terms of average G's, for a given impact.

If G represents one *unit of gravity*, then one G is equal to the weight of a given object, person, vehicle, etc. To determine the mean amount of force generated under given impact conditions, the following formula is used:

$$G = \frac{\text{mph}^2 \times .034}{\begin{matrix}\text{stopping}\\ \text{distance}\\ \text{in feet}\end{matrix}}$$

The mean G force is calculated by squaring the speed in miles per hour, multiplying by .034 (a mathematical conversion factor), and then dividing the result by the stopping distance in feet. This figure, multiplied by the weight of the stopped body or object, gives the number of foot pounds of force acting against the impacting body.

For example, let us assume that a man weighing 150 pounds is thrown through the air at a speed of 40 miles per hour, landing perfectly flat on a level surface of soft loost dirt, and that his body makes a depression six inches deep in the soil before he is completely stopped. What is the amount of force acting on his body during the stopping period (deceleration)?

Applying the above formula:

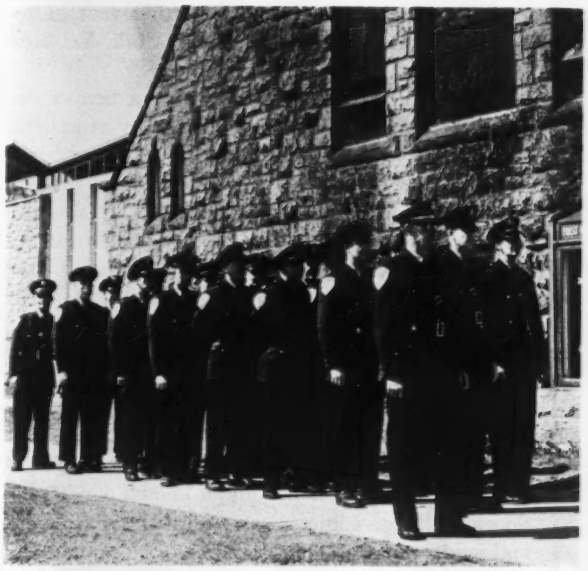
$$G = \frac{(40 \text{ mph})^2 \times .034 = 108.8}{0.5 \text{ feet}}$$

Multiplying this figure by the man's weight:

$$108.8 \text{ G} \times 150 \text{ lbs.} = 16{,}320 \text{ foot pounds of force}$$

PASSENGER CAR OCCUPANTS

A passenger in a car that collides with an obstacle becomes a more complicated problem, since the man and the vehicle are decelerated at different rates, and by contact with obstacles offering different resistances—for example, the car may strike a dirt bank while the occupant strikes the windshield with his head and the instrument panel and equipment with his body and limbs. Another extremely important factor is the shape and size of the structure contacted: five pounds of pressure with an ice pick can pierce the body, since the force is concentrated on a tiny area of the body. On the other hand a force of 5,000 pounds distributed over the entire body area will produce no injury at all, depending on how it is applied and for what length of time.



LAW MEN GO TO CHURCH: A STIRRING SIGHT IN OWOSSO

Owosso's off-duty policemen about to enter the First Congregational Church in Owosso, Michigan, the Sunday after Easter, which Police Chief Ted A. Rice has designated as the Department's annual day to go to church en masse. They meet at headquarters and march to a different church each year. The practice has met with enthusiastic comment from the public. Chief Rice states, "I believe that there should be a very close relation between the church and the police. Without these organizations we would have a very sorry state of affairs." . . . Courtesy MICHIGAN POLICE JOURNAL.

Conclusive research findings of this nature were the jumping off point for Cornell Automotive Crash Injury Research, which documents visible and recordable evidences of injury to specific body areas caused by human contact with precisely identified objects and structures within the automobile "package" or passenger compartment.

WIDE COOPERATION

Forunately, the project has been able to obtain the cooperation of state law enforcement agencies and medical organizations in a number of areas, for the collection of a volume of data sufficient for reliable study. States presently engaged in data collection are: Arizona, California, Colorado, Connecticut, Georgia, Indiana, Maryland, Michigan, Minnesota, New York, North Carolina, Oregon, Pennsylvania, Texas, Vermont and Virginia.

States participating in a special study on the effectiveness of seat belts (separate from the general data collection program) are: Arizona, California, Colorado, Connecticut, Idaho, Indiana, Iowa, Kansas, Maine, Maryland, Massachusetts, Minnesota, Missouri, Montana, Ne-

vada, New Mexico, North Carolina, North Dakota, Oregon, South Carolina, Tennessee, Texas, Utah, Vermont and Virginia.

State toll highways promise to provide a convenient laboratory for concentrated studies of injury-producing as well as property damage accident rates according to selected exposure conditions. Such conditions include miles travelled, make, year and model of cars and the number of occupants per car. Agreements with traffic authorities have recently established Automotive Crash Injury Research Programs on the New York State Thruway and the Pennsylvania Turnpike; permission to include the Indiana Turnpike is virtually assured, and negotiations are under way for other toll roads to join in contributing data to this special program. Particular features that make thruways ideal for this type of research are:

1. Toll gates can establish the number of vehicles traveling over a fixed distance under known conditions;
2. Special toll gate cameras can record the make, year and model of each vehicle entering a research zone;
3. Special checkers can report patterns of seating positions and the presence of safety equipment in motor vehicles; and
4. Questionnaires, to obtain other information, may be easily distributed and collected.

PLANNING AND TRAINING

Before work is actually begun in a state, the ACIR Program staff selects (using standard statistical methods) sample areas of the state which best represent the accident experience of the state as a whole. Then, the police or highway patrol organizations are trained in the proper use of the project's methods of investigation and medical groups are acquainted with the precise nature of the information sought. Once these steps are taken, the project is in position to receive data.

Both the officer's and the doctor's report forms are subjected to a quality control procedure. The accident photographs and report forms go to an appropriate organization, usually set up in a state police barracks, to be checked for completeness and accuracy. The medical form undergoes a similar process ordinarily carried out by a medical society or public health agency.

AT CORNELL HEADQUARTERS

Completed forms, photographs and medical reports are received and collated at Cornell University Medical College in New York City. In an exacting quality control procedure, they are checked once more for completeness. They are then sent to the technical research section, where they are analyzed and then translated into code terms (using IBM techniques) for addition to a pool of information from which statistical patterns continuously emerge. All of the analytical-processing steps are performed on a team basis to minimize subjectivity and factual and technical errors.

Constant checks insure the representativeness of the data being collected and the uniformity of reporting methods. Controls are aimed at maintaining reliability of the data not only from various sample areas in each state, but also for the program as a whole in representing the national injury-producing accident problem.

PROPERTY DAMAGE VS. INJURY STUDIES

A short time ago, a departure was made from the exclusive study of injury producing accidents. In selected areas, special programs have been set up to collect information on property damage (no injury) traffic accidents. This was done for two reasons:

1. To provide data to explore the question of why certain accidents produce injury while others do not; and
2. To furnish further data for evaluating the effect which design changes have had in altering or decreasing both the frequency and severity of injury.

At the present time, approximately twenty per cent of Automotive Crash Injury Research's total cases represent property damage accidents.

OTHER SPECIALIZED STUDIES

Special attention is given to vehicles manufactured after 1955. At the present time, about twenty-five per cent of the total cases represent post-1955 models of all manufacturers.

This type of study was started to provide more competent appraisal of the effectiveness of safety devices recently developed and to evaluate new equipment as it is introduced. Because automobile manufacturers are particularly interested in details and photographs showing how a particular "safety device" may have failed in a collision, special techniques of photography have been initiated to show close-ups of steering wheels, padded components, door locks, etc.

MAJOR CAUSES OF INJURY

What has been the result of this multi-state cooperative effort among physicians, public health groups, state troopers and Cornell researchers to isolate and identify the causes of crash injury?

For the first time, reliable and representative information is becoming available to identify those items of automobile structure and design which most frequently cause injury, and to establish the effect that these items have on injury severity as well. From such data, it is now possible to establish a rank order or priorities which, if followed, will lead to design changes affecting the greatest number of people. This information documents for the first time the incidence and the severity of injuries associated with such structural items as the steering assembly (rim, spokes, horn ring and hub), with doors opening and subsequent occupant ejection, and with such structures as the instrument panel, windshield, seat backs, corner posts, door structures, etc. In the following table, these and other structural items are listed in order of their importance as contributing factors to crash injury.

MAJOR CAUSES OF INJURY

Percentage of Occupants Injured:

Structural Item	*To Any Degree*	*To Moderate Fatal Degree*	*To Dangerous Fatal Degree*	*Order of Importance**
Steering Assembly	29.4	8.4	2.5	1
Ejection	14.6	6.9	3.2	2
Instrument Panel	20.6	4.2	0.7	3
Windshield	16.9	4.6	0.6	4
Backrest of Front Seat (Top Portion)	11.0	2.4	1.1	5
Door Structures	7.7	2.4	0.5	6
Backrest of Front Seat (Lower Portion)	15.1	2.5	0	7
Front Corner Post	2.1	1.2	0.7	8
Flying Glass	3.0	0.5	0.02	9
Top Structures	1.2	0.6	0.2	10
Rear View Mirror	2.2	0.6	0.02	11

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* Based on (a) number of occupants actually exposed to the injury producing hazard of the object, (b) the frequency of injury caused by the object and (c) the degree of injury caused by the object.

DANGEROUS SEATING AREAS

Another basic question, which can be answered with authority for the first time as a result of these studies, is that of the relative injury hazard associated with given seating areas in the crash-involved automobile. Findings, of Automotive Crash Injury Research do not substantiate the prevalent notion that the right front seat is a "suicide seat" when accidents occur. While this seat does seem to be more "dangerous" than others in certain situations when viewed in the gross terms of the following table, further research has indicated that drivers and right front passengers experience virtually identical risk if involved in very minor or very severe accidents. Thus, while the risk of fatality associated with the right front seat is roughly 2½ times greater on an over-all basis, this over-all view must not be applied out of context to mean that the right front passenger always experiences greater risk in a particular accident situation.

In this table, only non-ejected occupants are considered.

On the other hand, when the entire front seat area is compared with the entire rear seat area, the evidence is clear that rear seat passengers encounter a consistently lower risk of injury than do front seat occupants, except in cases of ejection. Ejected occupants, regardless of seated position, experience a risk of fatal injury five times as great as non-ejected occupants.

What is the explanation? At least two factors are involved. First, in the majority of accidents involving ejection, it has been observed that most ejected occupants

POTENTIAL OF SEATING AREAS FOR NON-EJECTED PERSONS*

Percentage Injured:

Seating Area	*To Any Degree*	*To Moderate Fatal Degree*	*To Dangerous Fatal Degree*	*To Fatal Degree*
Driver	59.3	18.6	4.1	1.5
Center Front	71.0	20.8	4.1	1.4
Right Front	81.7	32.2	7.1	3.9
Left Rear	56.7	15.8	2.0	0
Center Rear	45.4	13.4	4.2	1.7
Right Rear	64.0	13.5	2.2	1.5

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* Since the ACIR sample used here is one of injury-producing accidents, a driver alone in a car must be injured to get into the sample. To eliminate bias overemphasizing driver injury, this table shows frequency of injury among drivers who were accompanied by passengers.

land on the roadway, which is usually an unyielding concrete or blacktop surface. Whether the occupant merely strikes the roadway or is rolled over by his own or another vehicle, statistical comparisons have demonstrated that the usual injury result is considerably worse than that for occupants who are only exposed to contact with structures inside the protective shell of the passenger compartment.

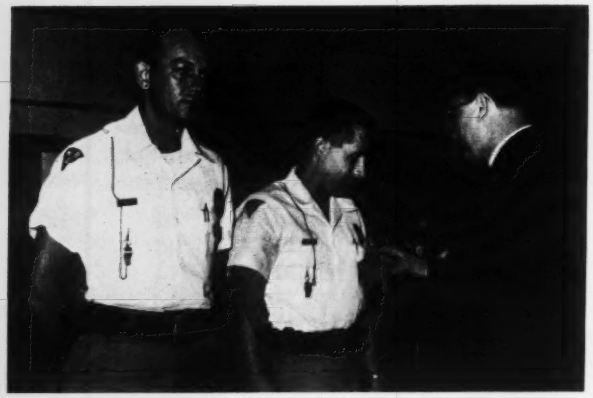
The second factor involves the mechanics of force and motion, and is best understood in terms of G-force. (See preceding section on the durability of the human body.) Any occupant prior to deceleration by contact with some structure or other, is still travelling at the speed of the car itself *just prior to impact*. If he strikes a non-moving object, the resultant force is greater than if he strikes an object which is moving, however slowly, in the direction of the occupant's path of flight. Even though the car may have struck an immovable object, such as a brick wall, the car itself is still collapsing—i.e., moving forward —when the occupant "catches up with" and comes in contact with some part of the interior. On the other hand, when he strikes an unyielding, non-moving object—e.g., roadway, tree, bridge abutment—the only "stopping distance" possible is that involved in the crushing of the occupant's own body. Thus, in the formula for the calculating G force, the divisor is zero, and the amount of force is very high indeed.

"PACKAGING" THE OCCUPANTS

A package or container designed for the safety of contents in transit is made so that it resists crushing: the automobile which resists crushing during accident protects the occupant in this same sense.

A well-designed container should not burst open and spill out its contents: similarly, the doors of an automobile should be designed to stay closed during accident, keeping the passengers inside the car.

Fragile objects shipped inside containers are normally



MIAMI, FLA.—Policeman Roland C. Wirth (left) receives the congratulations of Police Chief Walter E. Headley (second from left) and City Commissioner Otis W. Shiver upon receiving Miami's highest police award, a Gold Medal of Valor. Wirth won award for saving life of Policeman Roy Hussleton (right) during apprehension of crazed gunman on Dec. 29, 1958. Latter officer won Silver Medal of Service for his part in dramatic capture. City of Miami News Bureau Photo.

Fourteen City of Miami police officers were honored for outstanding performance of duty during 1958.

Cited as "Officers of the Month," the policemen were presented with Fraternal Order of Police medals by City Manager Ira Willard in ceremonies at the Municipal Justice Building.

Willard hailed the courage and diligence to duty of the officers as "symbolic of the fine caliber of the City of Miami Police Department." Assisting Willard in the presentations was Police Chief Walter E. Headley.

The officers were selected from among the city's 618 uniformed police officers by a committee of Miami Lodge 20, FOP, from a list of candidates submitted by Chief Headley and his staff.

In addition to "Officer of the Month" citations, they received one of three awards depending on the nature of their outstanding performance of duty: A Gold Medal of Valor, which goes to just one police officer each year; a Silver Medal of Service, or a Bronze Medal of Merit.

Recipient of this year's Gold Medal was Policeman Roland C. Wirth, who is credited with saving the life of a fellow officer during the capture of a dangerous gunman after a spectacular chase on Dec. 29, 1958. The officer whose life he saved, Policeman Roy C. Hussleton, received a Silver Medal of Service for his part in the incident.

Also honored was the only officer ever to receive "Officer of the Month" awards in successive years. Policeman James A. Haddad, who received a Silver Medal for saving the life of a 31-year-old woman near death from poisoning, was also honored last year for quick action in administering mouth-to-mouth respiration to an infant suffocating because of an obstruction in its throat.

Other award winners: Silver Medal—Policemen First Class George S. Clark, John C. Tomberlin, Neil M. Garfield, Glenn V. Lively, and Det. William U. Bonner.

Bronze Medal—Sgt. Jesse L. Nash, Dets. H. T. Kendall and Charles M. Shepherd, Policemen First Class Gordon Pouliot and Keith Hardin, and Patrolman Cleaphas Allgood.

Also attending the ceremonies were Mayor Robert King High, City Commissioners Otis Shiver and Fred Davant, and Metro Commissioner Charles Hall. Chief of Detectives Tom Lipe served as master of ceremonies and the Rev. Gordon Craig of the Coral Way Methodist Church delivered the invocation.

protected by padding or energy-absorbing materials to prevent their being smashed against the inside of the container: suitable padding inside the automobile is necessary to protect occupants from this same eventuality.

Finally, fragile objects in shipping containers are securely anchored to the container at their strongest points to keep them from rattling about inside the package: likewise, properly designed and installed seat belts are a necessity if occupants are to be kept securely in their seats when accidents occur.

DESIGN FOR OCCUPANT SAFETY

Professional racing and stunt drivers have long made use of these principles in equipping their cars for the special situations they expect to encounter. These "daredevils" actually take fewer known risks than the average Sunday driver, since they are properly "packaged" to meet the planned risks their profession involves.

Automotive Crash Injury Research findings from accidental crash situations on the streets and highways now indicate that similar principles must be applied on family cars, if the present national rate of one million injuries and $40,000 deaths in traffic accidents per year is to be brought under control. John O. Moore, Director of the ACIR project, has summed up the problem as follows:

"Either we must (1) make the interior car area in front of the occupant so soft that it bends before he does, or (2) if this is not feasible, provide restraining devices to keep him from reaching any unbending members."

Such things as seat belts, recessed steering wheels, relocated dashboard knobs, properly padded seat frames and instrument panels and other recent vehicle design changes directly reflect manufacturer's attempts to provide safer cars. Further, these innovations are in a larger measure due to painstaking preliminary studies by ACIR's staff of researchers.

FUTURE

Automotive Crash Injury Research plans to continue to broaden the basic research to insure a complete, effective exploration of the generic aspects of automobile accidents and their resulting injuries. Additional data on the frequency of various types of accidents and their associated injury risks should be amassed to increase the validity of simulated crash tests in engineering laboratories. A clearer picture of injury patterns and the most common combinations of injuries is needed by the medical profession. The effectiveness of current protective devices should be evaluated; similarly, new devices should be studied as they are introduced.

It is expected that a continuation of this approach will provide an improved definition of both the problem as a whole and the importance of individual segments such as the relation of design to certain specific types of injury and the type of medical care necessary for the injured. ★★★

STATISTICS FOR POLICE EFFICIENCY

City Crime Index

Quarterly Releases of the Federal Bureau of Investigation

By John I. Griffin

NEW PUBLICATION POLICIES

IN two recent issues of POLICE the recommendations made by the Consultant Committee on Uniform Crime Reporting have been discussed. From the point of view of the consumer of crime statistics, one of their important recommendations has already had an impact upon available data. The Federal Bureau of Investigation released the first of the new quarterly releases on crime on November 24, 1958. This one-page report included the new City Crime Index for the period January-September 1958 vs. 1957, as well as a tabulation of offenses known to the police in selected large cities. The second quarterly report was released on March 2, 1959, and related to the year 1958 as a whole.

The traditional semiannual bulletin and annual bulletin of the Uniform Crime Reports will be replaced with an annual publication to be released early in the fall of 1959. This volume will contain all of the data for 1958, thus overcoming the previous problem of publishing offenses known to police in the *Annual Bulletin* issued in April and data regarding offenses cleared in the *Semiannual Bulletin* issued in September. Publication on an annual basis should permit more economical and efficient staff operations, particularly since more time would be available for statistical analysis of reports received from the reporting police agencies.

THE NEW CITY CRIME INDEX

The new series of quarterly reports show the Consultant Committee's recommended Crime Index as distinguished from the old Part I classification of crime figures. The Part I offenses previously published performed in a sense the function of reflecting crime trends, but included certain offenses which did not appear suitable for inclusion in an index. The Crime Index is limited to seven classifications of crime: murder, forcible rape, robbery, aggravated assault, burglary, larceny over $50.00, and auto theft. As a consequence the Crime Index is not comparable to any previous tabulation which appeared in Uniform Crime Reports. Negligent manslaughter and larceny under $50.00 have been excluded and, as has been the policy since January 1, 1958, the count of offenses of rape have been limited to forcible rape and do not include statutory offenses. The percentage of rapes classed as statutory offenses (no force used—victim under age of consent) in the year 1957 was 43 per cent of all the rape offenses reported.

While the summary statement of crime trends previously published in the *Annual Bulletin* of the Uniform Crime Reports related to crime trends for both city and rural areas, the new Crime Index is limited to cities of over 25,000 population. This means therefore that the index excludes rural areas and cities under 25,000 population. The coverage of the index is also less complete than that of the tabulation of offenses known to the police which included a substantial number of cities less than 25,000 population.

In view of the fact that the new City Crime Index is designed for rapid publication on the basis of preliminary figures, the omission of rural areas and the smaller cities would seem to be justified statistically. Thus, in 1957 the contribution made to the total number of Part I offenses of 2,796,400 by reporting police agencies in rural areas was only 375,252 or about 14 per cent. In the 1957 tabulation of offenses known to the police in 2,585 reporting cities of all sizes, cities of under 25,000 population, while representing about 75 per cent of all reporting cities contributed only 17 per cent of the total offenses known to the police. Of course, the relatively smaller contribution of this large number of small cities is due, primarily, to the small contribution they make to the total population of all reporting cities. The 2,094 reporting cities in 1957, out of the total of reporting cities of 2,585, with population of less than 25,000, contributed only one-quarter of the total population of all the reporting cities. In addition, the smaller cities have a substantially lower crime rate per 100,000 inhabitants. Consequently the contribution made by the smaller cities to the total number of offenses known to the police is even less than their proportion of total population would indicate.

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TABLE 1

CITY CRIME INDEX TRENDS, 1957-1958
(CITIES OVER 25,000 POPULATION)
(PRELIMINARY FIGURES)

Population Group	Total	Murder	Forcible Rape	Robbery	Aggravated Assault	Burglary	Larceny Over $50	Auto Theft
	Per Cent Change—Offenses Known to the Police							
Cities over 25,000	+ 8	+ 5	+10	+14	+ 2	+10	+ 9	+ 2
Over 1,000,000	+ 7	+ 3	− 2	+15	+ 2	+ 5	+ 7	+ 9
750,000 to 1,000,000	+ 4	+ 4	+ 3	+ 4	*	+13	+ 6	− 6
500,000 to 750,000	+ 9	+ 2	+ 5	+24	+16	+11	+15	**
250,000 to 500,000	+ 8	+12	+26	+14	+ 9	+12	+ 9	− 1
100,000 to 250,000	+ 8	− 5	+18	+15	+ 1	+ 9	+ 9	+ 4
50,000 to 100,000	+11	+10	+21	+20	+ 5	+14	+12	+ 3
25,000 to 50,000	+10	+11	+31	+11	− 5	+14	+12	+ 2

* Increase of less than one per cent.
** Decrease of less than one per cent.
Source: Federal Bureau of Investigation, Release of March 2, 1959.

The Uniform Crime Reports for 1957 showed that the city crime rates for burglary, for example, ranged from 313.3 per 100,000 inhabitants in the cities under 10,000 population to a rate of 558.3 for the larger cities. In all of the categories of Part I offenses, the smallest size group of cities had the lowest rates of crime. While the increase in the city crime rates is not a smooth increase as city size increases, the relationship between size of city and crime rate is sufficiently close to suggest that a City Crime Index, based upon larger cities, will be statistically adequate, at least for the objectives envisioned for a crime index. Table 1 shows the City Crime Index, 1957-1958.

PER CENT OF CITIES REPORTING

In addition to the exclusion of rural reporting areas and reports from cities of less than 25,000 population, the preliminary figures used in the City Crime Index are affected, in terms of total coverage, by the percentage of reports received. This is to say, what is the size of the sample on the basis of which the City Crime Index has been prepared? For the index as a whole cities representing 87 per cent of the population of all cities over 25,000 were included. This represents good coverage. For the various size categories the reporting percentage varied from 70 per cent for cities in the 500,000 to 750,000 size group to 100 per cent in the 750,000 to 1,000,000 size group. These percentage figures for the coverage of the seven categories of offenses known to the police and included in the City Crime Index are very favorable, for a report released on March 2 following the year of reference. However, the preliminary figures on City Arrest Trends which represent the number of arrests reported in 1958 show lower percentages of population coverage. Preliminary figures showed reports from 206 cities 25,000 and over in population, representing 39 per cent of total population in this size of city and 597 cities of 2,500 to 25,000 population reported representing 21 per cent of the population in this size category. By comparison the final reports on arrest trends in the 1957 *Annual Bulletin* were based on reports received from 256 cities in the first category and 964 cities in the second category.

It is to be noted that the final report on arrest trends in 1957 was based on reports from less than half of

TABLE 2

SELECTED OFFENSES KNOWN TO THE POLICE, 1954, 1956, 1958
FIVE CITIES OVER 1,000,000 POPULATION

Offense	City	Year 1954	1956	1958*
Murder	1. New York	315	315	354
	2. Chicago	277	293	305
	3. Philadelphia	134	129	117
	4. Los Angeles	91	104	136
	5. Detroit	108	105	110
Robbery	1. New York	10,316	5,258	6,046
	2. Chicago	7,984	6,062	7,319
	3. Philadelphia	2,948	2,112	2,334
	4. Los Angeles	3,645	3,548	4,622
	5. Detroit	3,540	3,260	3,367
Burglary	1. New York	47,596	36,171	34,692
	2. Chicago	15,805	11,999	14,295
	3. Philadelphia	12,256	8,413	10,875
	4. Los Angeles	18,209	22,799	31,123
	5. Detroit	11,029	10,326	14,187
Auto Theft	1. New York	12,896	13,844	16,811
	2. Chicago	5,053	4,375	4,760
	3. Philadelphia	4,549	3,821	4,134
	4. Los Angeles	6,890	10,342	13,215
	5. Detroit	7,140	6,685	6,029

* Preliminary figures for 1958.
The 1950 population of the cities was 1. 7,892,000, 2. 3,621,000, 3. 2,072,000, 4. 1,970,000, 5. 1,850,000.
Source: Federal Bureau of Investigation.

the cities which reported offenses known to the police. The Quarterly Reports, now released by the Federal Bureau of Investigation, also contain preliminary figures on offenses known to the police in cities over 100,000 in population. This tabulation is similar to the listing by cities of selected Part I offenses as previously published in the *Annual Bulletin*, with the exception that the category forcible rape is now published and larceny under $50.00 is no longer published. On the assumption that reporting policies have remained substantially similar for the past five years, Table 2 has been prepared for the five cities in the United States in the 1,000,000 population category as of the 1950 decennial census.

POSSIBLE STATISTICAL TECHNIQUES

The brief discussion above of the varying percentage reports received from cities in the several size classes and the varying percentage of reports received in respect to different items of information, suggest the desirability of further study of the techniques employed. While the Consultant Committee on Uniform Crime Reporting considered the proposal that resort be had to some type of sampling procedure rather than attempt to collect information on crimes for the entire country, they felt that the trend toward increased coverage would, in a very few years, result in more or less complete reporting. It was recognized that many types of published data, such as arrest data, are based on much less complete reporting.

It would appear that the publication of a series of estimates, based upon acceptable statistical procedures and representing the total estimated magnitude of offenses known, arrests, etc., might be less confusing to the untrained reader than present practice. Now the reader of both preliminary and final reports is confronted with figures on the number of reporting cities and/or per cent of population covered by the reports. Many agencies of the federal government, confronted with the necessity of publishing reports in the absence of 100 per cent response have developed estimating techniques, in general methods referred to as the benchmark and link-relative technique.

This procedure is used in such important areas as the employment estimates published by the Bureau of Labor Statistics. In addition, estimates are "blown up" in order to adjust for under-reporting, the "blow up" factors being determined on the basis of spot surveys. If the Federal Bureau of Investigation intends to make their quarterly reports based on preliminary figures as useful as possible, such methods would appear to be called for here. The stability of reporting from a substantial proportion of the larger cities in the United States, evident from the published figures, would suggest that estimating procedures could be successfully applied to this area of statistical work. ★★★

PLAUTUS, "A SPREADER OF UGLY RUMORS"

EAST LANSING—A Maryland police captain reached back into the pages of history and censured Plautus, the Roman poet and dramatist, as "a spreader of ugly rumors."

Captain Norman J. Schleigh, director of training for the Baltimore (Md.) Police Department, took exception to the old Roman's familiar epigram, "Where there's smoke there's fire," at a Michigan State University conference.

"That remark has prefaced literally millions of ugly rumors throughout the ages; rumors that have been instrumental in wrecking the lives of multitudes of people," he told 120 at an Institute on Police-Community Relations at Kellogg Center.

"These rumors have also adversely affected or ruined gigantic corporations and large segments of populations and nations," he continued.

He termed rumor "more devastating than a hoard of termites" and added that "gossip and rumor-mongering appear to be innocent pastimes to many people and are simply brushed off as 'idle conversation.'"

"The telling of 'half-truths' and the spreading of rumors and gossip are the most persistent obstacles and stumbling blocks to the professionalization of law enforcement and other important fields of public endeavor and responsibility, he told the police officials and community leaders in attendance.

Captain Schleigh listed the three basic types of rumors as: fear rumors, hope (wish and wonder) rumors and hate rumors. A fear rumor he described as "one that arises from the widespread fear that the thing rumored may be true."

War, proposed pay cuts or impending trouble generally bring about fear rumors, he said.

A hope (wish or wonder) rumor is the reverse of the fear rumor, he explained. We tend to believe a story, even though it is unconfirmed, because we want to believe it, and want it to be true, he said.

Although naturalists and zoologists have disproved the wonder rumor that the ostrich buries his head in the sand to hide himself when frightened, he exemplified, people all over the world still swear by the story.

"The most vicious, dangerous and widespread type of rumor is the hate rumor," Captain Schleigh contended. "Reacting to his uncertainty and insecurity, to the conflict between his defeatism and personal self-interest, man tries to justify his own shortcomings and frustrations by placing the blame onto others."

Hate rumors, he continued, tend to subjugate peoples of various religious, national, racial and social groups who are in the minority and are helpless to prevent or cope with those who spread such scandalous moral contagion.

The speaker advocated five means for checking the spread of rumors:

1. Obtain the facts. Truthful knowledge is the best way to offset rumor.
2. Don't "fall for everything that you hear"—Don't repeat the rumor.
3. Quietly endeavor to learn the source. Many times this is an impossible feat.
4. Ridicule sometimes kills rumor. Don't be a dupe to rumor, laugh it off.
5. Report the existence of persistent rumors to the authority that can debunk them by removing the symptoms and dispelling the anxiety and uncertainty that create them.

Sponsoring the institute May 24-29 were the M. S. U. School of Police Administration and Public Safety in cooperation with the National Conference of Christians and Jews, International Association of Chiefs of Police, Michigan Association of Chiefs of Police and the Michigan Sheriffs' Association.

The Story of Kiddie Car Safety at The Illinois State Fair

By Robert A. Campbell

EDITOR'S NOTE: *Mr. Campbell was appointed State Traffic Safety Coordinator for Illinois by Governor William G. Stratton on September 1, 1955. He heads the Division of Traffic Safety, which coordinates the safety activities of Illinois state agencies, ensures assistance to cities and countries in connection with safety programs, promotes and develops statewide safety campaigns and recommends proposals for the reduction of traffic accidents to the Governor and the State Legislature. Mr. Campbell attended Bradley University at Peoria, Illinois, and is an Army reserve officer of over fifteen years experience. Recently, he concluded a special tour of active duty with the Headquarters Fifth Army in Chicago where he assisted in a special study of military traffic violations and accidents on state highways, county roads and in municipalities.*

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CHARLES F. CARPENTIER
SECRETARY OF STATE

ILLINOIS JUNIOR SAFETY CERTIFICATE

KIDDIE CAR SAFETY COURSE
1958 ILLINOIS STATE FAIR

THIS RECOGNITION WILL SHOW THAT

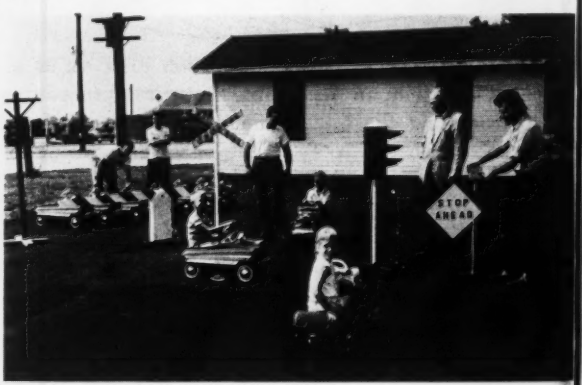
HAS COMPLETED THE KIDDIE CAR SAFETY COURSE CONDUCTED DURING THE 1958 ILLINOIS STATE FAIR TO ACQUAINT CHILDREN AGES 3 TO 8 WITH TRAFFIC RULES AND SIGNS AND THE NEED FOR TRAINED AUTO DRIVERS WHO WILL EXERCISE COURTESY AND JUDGEMENT AT ALL TIMES.

William H. Stratton
GOVERNOR

Address: Mr. Robert A. Campbell, Division of Traffic Safety, Department of Public Safety, Armory Building, Springfield, Illinois.

A TOTAL of 6,473 Illinois youngsters earned their kiddie car drivers' licenses at the 1958 State Fair traffic safety exhibit. The youngsters, ranging in age from three to eight, won their licenses by completing the free junior traffic safety course sponsored by the Illinois Division of Traffic Safety and the Highland Park Jaycees.

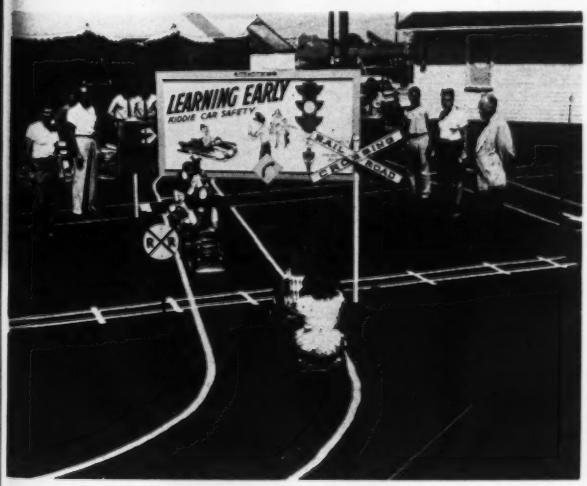
In order to get their licenses, the children first had to pass a verbal examination on highway traffic signs and then drive the pedal-push cars around a track marked with stop signs, railroad crossings and other highway signs. At the end of the course, children received a certificate of recognition from Governor William G. Stratton, and a license signed by Secretary of State Charles F. Carpentier. Robert Campbell, state coordinator of Traffic Safety, said he was completely satisfied with the results of the kiddie car safety program, the first of its kind at the Illinois State Fair. A similar program is planned for next year's fair, Campbell said.



KIDDIE CAR SAFETY COURSE AT ILLINOIS STATE FAIR

Traffic Safety was emphasized at the 1958 Illinois State Fair. Here a kiddie car safety course is made ready by the Illinois Division of Traffic Safety and the Highland Park, Illinois, Jaycees. Children from the ages of 3 to 8 rode free in small cars and were required to obey the traffic signals on the figure-eight course. Upon completion of the course, they received a certificate from Governor William G. Stratton and a miniature license from Secretary of State Charles F. Carpentier. After this picture was taken, the course was line-striped. Those in the photo, standing left to right, are Ed Weil, Norman Zenko, Don Mooney, all Highland Park Jaycees, Robert A. Campbell, Coordinator of Illinois Traffic Safety activities, and Dan Vetter, at the switch, another Highland Park Jaycee. Ready for their driving lesson are, left to right, Robbie Campbell, son of the coordinator, Kerry Galloway and Sally Ann Pinchard, all of Springfield, Ill.

5,000th child to earn Kiddie Car License at Illinois State Fair —Vicki Jo Higgins, 8, of St. Louis, Missouri, was the 5,000th youngster to earn her miniature Kiddie Car Drivers License at the Kiddie Car Safety Course sponsored by the Illinois Division of Traffic Safety and the Highland Park Jaycees. She earned her license by successfully completing the safety course—observing all road signs and making the proper signals and stops. A total of 6,473 youngsters won their licenses at the fair.



KIDS LEARN EARLY AT ILLINOIS STATE FAIR: *These are among hundreds of 3 to 8-year-old children who get to take a driving course by proving they can identify traffic safety signs. Successful kids received certificates and miniature licenses on the fairgrounds at Springfield, Illinois. Highland Park, Illinois Jaycees and the Illinois Division of Traffic Safety officials man the course.*

★★★

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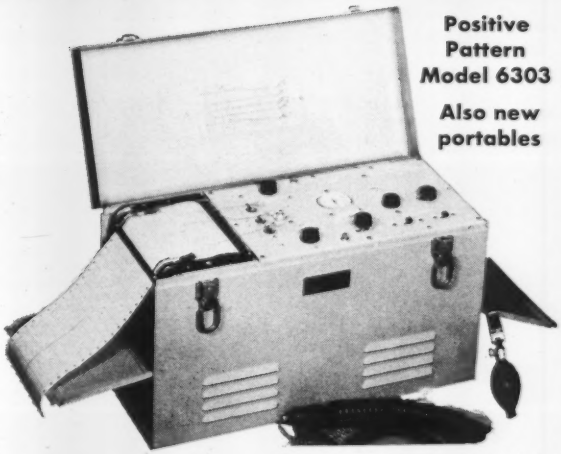

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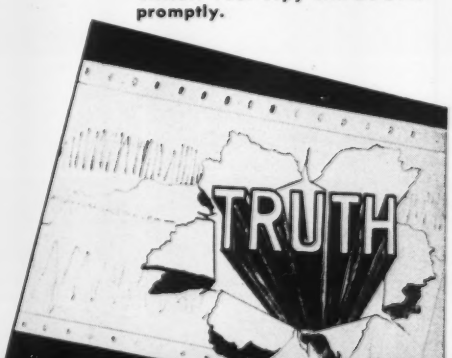

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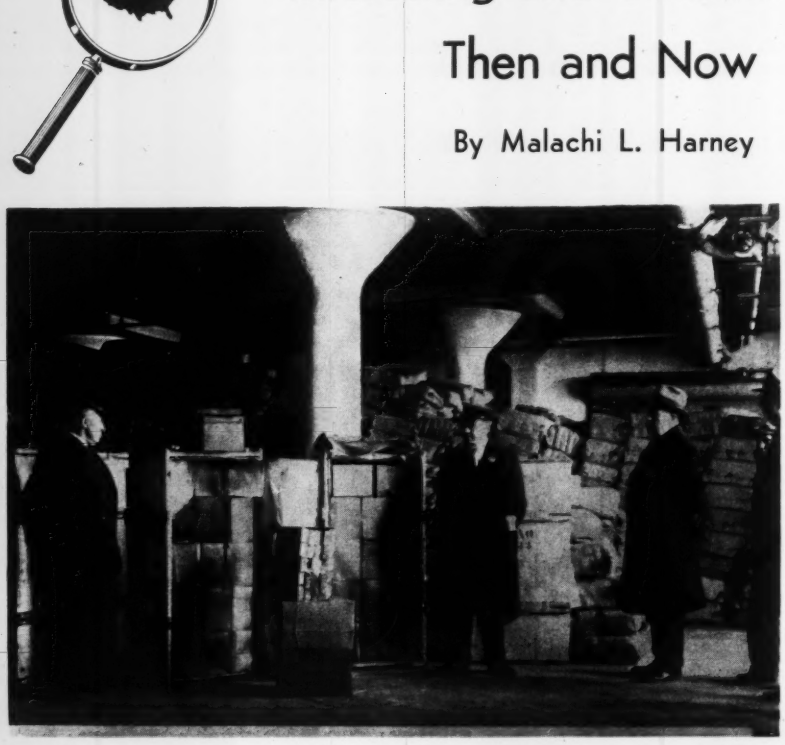
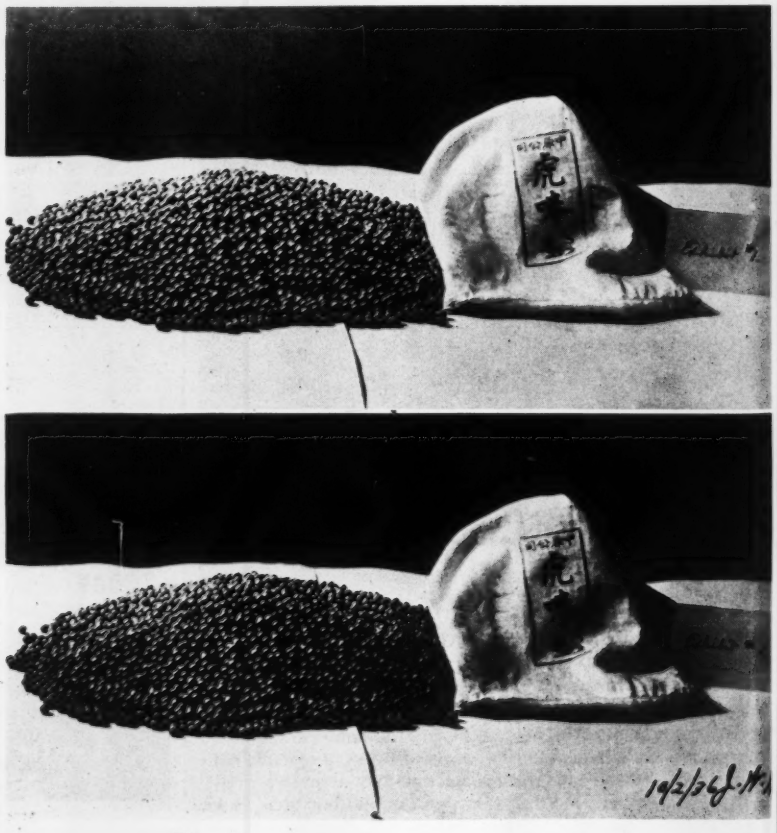
Interesting and Unusual Cases Then and Now

By Malachi L. Harney



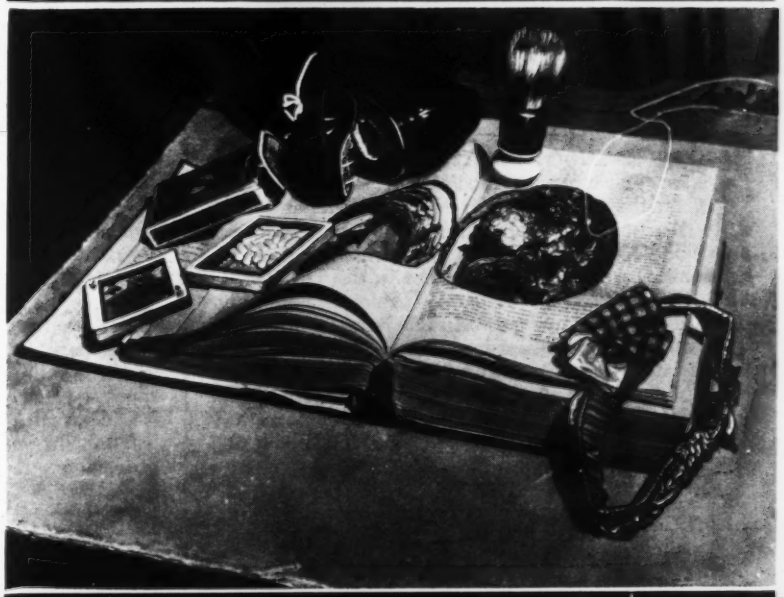
The seizure in 1931 of 17,500 oz. of Morphine on the S. S. Alesia is another indication of how far we have come in narcotic law enforcement. Whereas in those days narcotics might be imported by the hundred weight in freight, the consignment today is likely to be one or two kilos (a kilo is approximately 2.2 pounds) which may be "bellied off" concealed on the person of a smuggler. (Photo courtesy U. S. Bureau of Narcotics.)

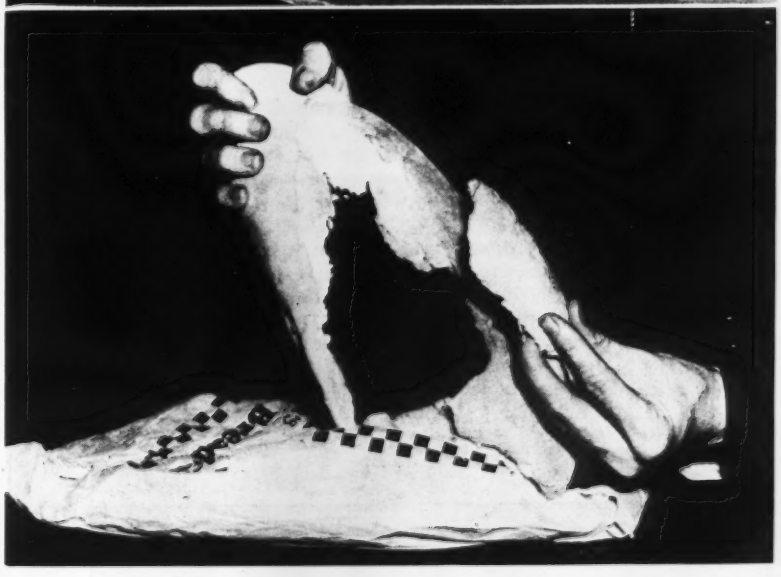


Pink pills (heroin); another part of the diminishing narcotic traffic. These have not been seen since pre-World War II days. About the size of a pea, these pills contain a mixture of heroin and a sugar paste and are colored pink for no apparent reason. Sometimes the label claimed, without justification, that they also contained tiger marrow. First manufactured in and imported from China, an extensive manufacture developed among the Chinese in Chicago in the mid-1930's. (Photo courtesy U. S. Bureau of Narcotics.)

Address: Mr. Malachi L. Harney, Superintendent, Division of Narcotics Control, State of Illinois, Springfield, Illinois.

This kilo package of heroin was part of a shipment of approximately 150 in baggage in 1937 from Shanghai. It contributed to the downfall of Louis Lepke Buchalter, head of Murder, Inc., and some thirty other conspirators. Buchalter was sentenced to 14 years in a Federal Penitentiary from which he was subsequently taken to be electrocuted for a murder committed in Brooklyn, New York. (Photo courtesy U. S. Bureau of Narcotics.)





These represent some of the conventional attempts at concealment by narcotic traffickers. Upper photograph shows a hollowed out heel, a hollowed out deck of playing cards, a hollowed out book, a receptacle in the head of a shaving brush and a garter. Lower photograph shows a hollowed out loaf of bread used to conceal heroin. (Photos courtesy U. S. Bureau of Narcotics.)

Publishing Books and Monographs in the Fields of POLICE SCIENCE and CRIMINAL INVESTIGATION is Our Business . . .

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THE POLICE TRAFFIC CONTROL FUNCTION. *By* **Paul B. Weston,** *Deputy Chief Inspector, New York City Police Department.* One of the nation's top killers TRAFFIC . . . is it any wonder we're so excited about a book that can do something about it? By an experienced officer who set new records in the command of accident reduction units! He is Chief Weston—youngest man ever promoted to the rank of Deputy Chief Inspector in New York's Finest. Written in easy conversational style born of familiarity with the subject. **Chapter Coverage:** Traffic Control; Highway Capacity and Conflict; Traffic Control Devices; Accident Records; High Accident Frequency Locations; Commuter Auto Traffic and Operational Controls; Traffic Direction and the Problem of Congestion; Driver Control and Traffiic Law Enforcement; Pedestrian Safety; Accident Investigation; Organizing for Traffic Control; Research and Action; Hit-and-Run Investigation. *To be published September 1959*

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DOCTOR WILLIAM DIENSTEIN, EDITOR

A. C. Germann: POLICE PERSONNEL MANAGEMENT, pp. 251, Charles C Thomas, Publisher, Springfield, Illinois, 1958, Price $6.75.

This book is a stimulating and down-to-earth discussion of the problems and answers to good police personnel management. It is the type of book that every law enforcement officer would do well to read not only for its knowledge and information but for its excellent guidance in self-analysis and examination. A complete check list for such evaluation is provided at the back of the book which no doubt all police departments, regardless of size or standing, will find of interest and benefit.

The author's discussion is predicted upon the existence of a civil service or merit system. However, he strongly advocates a system that differentiates between basic personnel policies defined by the civil service law and the proper implementation of those policies as performed by the chief administrator who ultimately is responsible for the quality and performance of his personnel. As Professor Germann says, "If basic provisions set policy and allow refinement to operating officials, results are usually happy." He traces the change in police personnel thinking from one of "keeping the rascals out" to one of "getting the best" personnel possible.

How this can be done through the selective process is carefully outlined in a step-by-step discussion of qualifications, recruitment, screening and examining, induction and appointment, and finally, probation and promotion.

The author forcefully opposes the pre-employment residence qualification demanded in many police departments because it results in eliminating many otherwise qualified candidates for police service. On the other hand, he feels that post-employment residence requirements have some justification.

One of the other reasons cited by Professor Germann for police departments not getting "the Best" personnel is the failure by police administrators to fully and properly use the probationary period both in the promotion as well as in the selection process. He also argues against the heavy emphasis on seniority in making promotion because "instead of motivating officers to better performance, the only motivation is *to live long enough* to be promoted."

One of the many interesting and profound observations made by the author in his section on compensation is that "better service *must* precede better pay" because he logically argues that "better service brings increased prestige; increased prestige results in more public support; and more public support produces higher pay." Without this approach police "pay increases . . . are but grudging pittances of a transient nature." This better service can only be achieved through better personnel. But Professor Germann contends that "the selection standards and qualifications for the police service have remained static, thus failing to provide the taxpayer with a *quid pro quo,* and eliciting only his apathy."

A very complete and informative section is devoted to the development of good personnel, including pre-service and in-service training programs. Incidentally, California is listed as the leading state in the number of institutions which conduct training programs in law enforcement.

In view of the recent efforts to unionize the police department of New York City, Professor Germann's discussion of employee organizations and unions is particularly pertinent and penetrating.

All in all, this book has all the necessary ingredients for the proper establishment and maintenance of a successful police personnel program. Not only will the police administrator receive from this book the techniques of doing this down to the very smallest detail, but he will also be given the tools for determining how well he is now doing in the important job of personnel management. Finally in those jurisdictions having lay members of boards of public safety or police, it is felt that this book would do much in the way of orienting these men with the proper approach to the selection and promotion of personnel so as to achieve a higher caliber of officer and eventually reach a truly professional standing to which all dedicated police officers aspire.

A comprehensive bibliography of books, periodicals and articles on police personnel administration is contained in the back of the book for those students who may wish to go further in the study of this important subject.

WILLIAM J. ROACH
Supt. of Police
Waterbury, Connecticut
Treasurer of I.A.C.P.

Waldo E. Nutter: MANHATTAN FIREARMS, pp. 250, The Stackpole Company, Harrisburg, Pennsylvania, 1958, Price $10.00.

In the opinion of the interviewer, this book may become a reference source for many collectors of hand guns for years to come. It is a well written and documented source of information dealing with the Manhattan pistol and revolver.

The book deals with a little known, but fairly important, manufacturer of pistols and revolvers, The Manhattan Firearms Manufacturing Company. The story of its formation and beginning, its progress and struggles in securing patents, together with the competition of other firms such as Colt, Remington, Whitney, Smith and Wesson, etc., and as a business venture makes good reading.

The volume is the result of over two years intensive research in the files of the Patent Office and in the Legal Archives of the states of Connecticut and New Jersey. It also represents over four years of work in writing, editing and in the observation and study of the arms produced by Manhattan.

The publication covers the years from 1855 until 1873, an exciting period in American history and particularly one in firearms history. For it was in this period that the percussion revolver was developed for use in the Civil War, then the rapid decline in the post-war years and the emergence of metallic cartridge arms.

The book covers the formation of the company, the establishment of its manufacturing plant in Norwich, Connecticut

Address: Dr. William Dienstein, 4337 N. Moroa Ave., Fresno 4, Calif.

in 1855 and its removal to Newark, New Jersey in 1859. It was here that it was absorbed by the American Standard Tool Company some ten years later. It discusses in great detail the four patents granted to the company and presents the patent infringement of Mr. Rollin White, which resulted in a law suit and involved Smith & Wesson.

The volume has over 65 photographs of pistols and revolvers, covering the earliest bar-hammer single shot caliber .31, .34 and .36 pistols and progressing through to the .22 and the .41 caliber Moss and Johnson manufactured by American Standard Tool Company. The illustrations are very clear and will serve to identify many previously unidentifiable firearms.

Each model and variation are fully discussed and will cause many collectors to resume their search for new rarieties to add to their collection.

Many photographs, drawings and photostats make this publication interesting reading, and very educational.

WAYNE L. MCCOMAS
Asst. Prof.
Fresno State College
National Rifle Association Member
Hunter Safety Instructor

O. W. Wilson: POLICE PLANNING (Second Edition), pp. 546, Charles C Thomas, Publisher, Springfield, Illinois, 1957, Price $8.75.

General acceptance and approval by law enforcement administrators, instructors, and students of the First Edition of O. W. Wilson's *Police Planning* is evidenced by the very few changes made in the Second Edition of this valuable book.

The more important of these revisions and additions are the following:

The introductory chapter entitled "The Planning Process" has been amplified by a brief discussion of the necessity for research in the planning activity, an area completely neglected in the first edition. The discussion provides little information concerning this subject for the student of police planning and serves merely as a reminder that such an activity should not be overlooked. The inclusion of information concerning the methodology to be employed and problems requiring research would enhance the value of the book as a text.

The Los Angeles Police Department has been cited as an example of the organization and operation of a planning and research division, presumably for a large police department. A list of the functions performed by this division, together with a outline of its organization and specific responsibilities, has been provided.

In his discussion of factors to be considered in reaching decisions as to the desirability of specialization, the author has added a precautionary note that the degree of specialization should not be the same in all branches of the police service or in the performance of all tasks within the particular field of activity.

A deletion in the text is noted in the discussion of categories of crimes which should be assigned to the central detective division for investigation. The precautions, formerly enumerated to be considered in relieving divisional detectives for certain assignments, have been eliminated.

Excerpts from the author's article, "Put the Cop Back on the Beat" have been included as footnotes to the discussion of the relative merits of motorized vs. foot patrol.

A more complete discussion of inspectional services, whether they should be performed and how thorough the performance should be, has been added to the chapter Patrol.

Within this same chapter, information concerning the organization of motorized beats and weighting factors involved in their construction has been expanded. The former allusion to the experience of the Wichita Police Department has been deleted.

Added to the chapter on vice control is an account of the experience of the Oakland Police Department in the use of Nalline tests to detect the use of opiates.

Under Traffic Control, a discussion of the current questions of whether parking regulations should be enforced by motorized or foot patrol and whether such enforcement should be performed by civilians or women has been added. Additionally, the question of whether the police should encourage some form of juvenile traffic courts to be operated by young people is posed.

Under Auxiliary Services, the material and complaint records, their preparation and the control and supervision of officers assigned to their preparation, has been amplified.

Information relative to the design, routing and ordering of records has been included under the heading of Record Forms Control. Deleted has been the rather vague discussion of the records kept of quadrant assignments made by radio.

A brief policy statement and a discussion of who should investigate complaints has been added to the section on disciplinary procedures. As Appendix G, some 80 pages are devoted to excerpts extracted from the Duty Manual of the Portland, Maine Police Department, which serve to thicken the text.

An additional Appendix K, entitled "Focus on Crime" contains a directive of some unspecified department creating a Mobile Reserve, reproductions of a number of "Special M. O. Bulletins" of the Los Angeles Police Department, and a "Weekly Crime Summary" of the Oakland Police Department.

O. W. Wilson, Dean of the School of Criminology and Professor of Police Administration at the University of California, Berkeley, has given to our growing police profession a blueprint which if carefully followed will make success more certain.

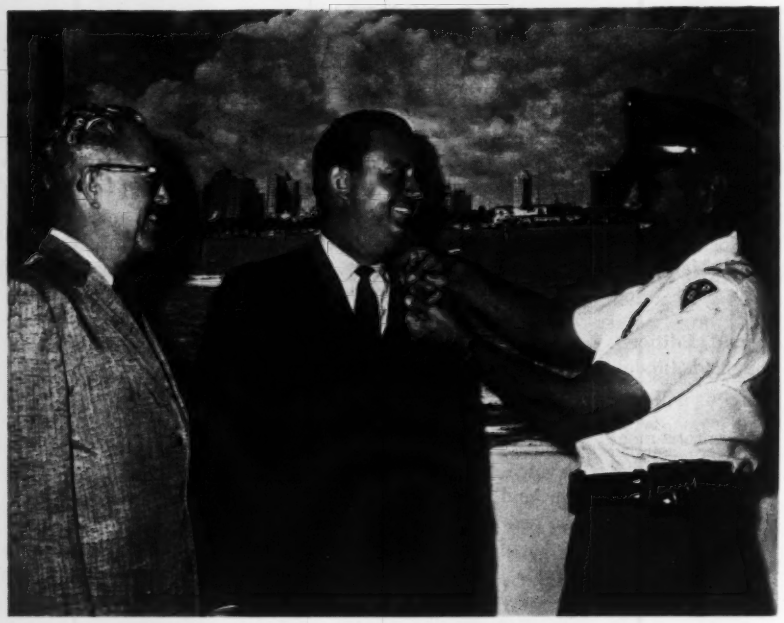
This book will serve as a guide to every police planner, regardless of his rank or assignment. It will be of great assistance not only in a complete department survey but also in solving narrower problems of any facet of police organization or management.

In this book the author analyzes the planning process, lists basic data needed and discusses factors that should be considered in planning for each of the several branches into which police organizations are usually divided. He also discusses planning for such important considerations as personnel, equipment, budget, inter-agency contacts and public relations. A voluminous appendix contains basic data needed for police planning as well as specific plans which have proven valuable in various facets of police work.

Although this book was written principally for planners in police organizations, it should prove very helpful to all students of police organization, administration and management.

G. D. GOURLEY
Professor and Head of the Department of Police Science and Administration,
Los Angeles State College

NEWS and ANNOUNCEMENTS



CITY MANAGER JOINS RANKS

MIAMI, FLA.—*Lt. L. E. Larsen, President of the Miami Police Benevolent Association, "pins" City Manager Ira Willard, making him an honorary member of the Miami P.B.A. Looking on approvingly is incoming P.B.A. President Detective Sgt. E. W. Hall.—City of Miami News Bureau photo.*

FEDERAL GOVT. SUPPLIES NEW FUEL FOR MEN VS. WOMEN DRIVER ARGUMENT

Men, you don't have to hide your head the next time a woman smugly quotes statistics for you.

Released by the Automobile Club of Hartford, the figures show that men are safer behind the wheel after all. The startling news was contained in a special Bureau of Public Roads study covering 290,000 drivers and 10,000 accidents in 11 states.

The AAA club quoted the survey as showing women with an 18 per cent high day-time rate of involvement in traffic mishaps than that for men. At night, the club said, the women's record is even poorer—38 per cent higher than for males.

"This disclosure puts the Commerce Department in the position of exploding a fallacy on top of a fallacy," said the AAA club. "One of the commonplaces of contemporary motoring opinion has been that, despite the fact that most men claim to be better drivers than women, actually statistics put the ladies on top. The latest figures compiled after months of study by the Commerce Department's Bureau of Public Roads clearly shows that the men have been correct in their somewhat smug claims from the beginning."

"What does all this prove?" asks the motor club. "First, the ladies had better brush up on their driving. And second, they had better not quote the usual statistics, the next time a man mutters under his breath about 'one of those women drivers.' They're out of date!"

This release may not be the way to "win friends and influence people," but should clarify the records! . . . *VOX-COP Connecticut State Police.*

TEXAS BANKER MAKES POLICE TRAINING GRANT

Because a Dallas bank sees far-reaching implications for civic betterment arising from professional training for city policemen, one Dallas policeman a year goes to college—with his tuition paid by the Fred F. Florence Police Scholarship Award.

Fred F. Florence, who is chairman of the Executive Committee of the Republic National Bank of Dallas, initiated the award in 1955.

Under the award plan, tuition is paid for a policeman selected by the Dallas City Police Department to attend the Traffic Police Administration Training Program at the Traffic Institute of Northwestern University, Evanston, Ill.

During construction of the $25,000,000, 40-story Republic National Bank Building, completed in 1954, Florence was impressed by the efficient police handling of traffic and safety problems occasioned by the huge construction program. Realizing that many times policemen "went the extra mile" in cooperating with the Bank and construction officials at the site, he considered ways in which he could give tangible demonstration of appreciation to the entire police organization.

He discussed the possible avenues with Dallas Police Chief Carl F. Hansson, who suggested that perhaps he would like to make it possible for qualified young officers who showed interest and compe-

Seated: Richard O. Arther, Chief Instructor; Barbara J. Phillips, Instructor; Cleve Backster, Director. Standing: Joseph J. Heger, Jr., C. H. Stoelting Company, Chicago, Illinois; C. A. Schorr, Dade County Deputy Sheriff, Miami; Gale Neff, Nevada Detective Service, Las Vegas; Cpl. Johnny Lough, Maryland State Police; Marvin Marcus, Gray Service Systems, Miami; and Cpl. Robert Weir, Maryland State Police.

tence in areas of police traffic function to attend the Traffic Institute through a scholarship established for that purpose. It was readily agreed that this be done.

First recipient of the training grant-in-aid was Lt. H. C. Kockos, who attended during the 1955-56 session of the Institute. He is now a captain in the Traffic Division, in charge of accident investigation and motorcycle traffic enforcement. Two other lieutenants who attended the Institute under the Fred F. Florence Award Program are now captains. They are Capt. Newton T. Fisher (1956-57), assistant police instructor, assigned to the Dallas Police Academy, and Capt. Glen D. King (1957-58), administrative assistant to the Chief of Police. Lt. Frank Dyson recently completed his Institute studies with the 1958-59 class.

Basis for selection of Dallas recipients of the training award are: (1) recipient must have attained the rank of lieutenant; (2) he must have the ability and potential to advance beyond that position, and (3) he must have at least 10 years' service left in service before retirement. . . . TEXAS POLICE JOURNAL, August 1959.

NEW YORK FORMALIZES POLICE TRAINING STANDARDS

At the 1959 legislative session, the Executive Law in New York is to be amended by inserting therein a new article, Article 19-F Municipal Police Training Council Act. There will be created within the executive department a municipal police training council composed of eight members, who shall be selected as follows:

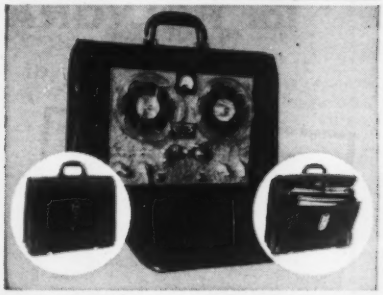
a. Three shall be appointed by the governor.

b. Two shall be appointed by the governor from a list of at least six nominees submited by the New York state sheriffs' association.

c. Two shall be appointed by the governor from a list of at least six nominees submitted by the New York state association of chiefs of police.

d. One shall be the commissioner of police of the city of New York or a member of his department, designed by such commissioner and approved by the governor.

New Secret Recorder



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6-35.1A

KEELER POLYGRAPH INSTITUTE
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341-D East Ohio St., Chicago 11, Illinois

The council may recommend to the governor rules and regulations with respect to:

a. The approval, or revocation thereof, of police training schools administered by municipalities.

b. Minimum courses of study, attendance requirements, and equipment and facilities to be required at approved municipal police training schools.

c. Minimum qualifications for instructors at approved police training schools.

d. The requirements of minimum basic training which police officers appointed to probationary terms shall complete before being eligible for permanent appointment, and the time within which such basic training must be completed following such appointment to a probationary term.

e. Categories or classifications of advanced in-service training programs and minimum courses of study and attendance requirements.

f. Exemptions from particular provisions of this article in the case of any city having a population of one million or more, if in its opinion the standards of police training established and maintained by such city are higher than those established.

Section 485 Functions, Powers, and Duties of Executive Director *(appointed by the Governor)*

1. To approve, or revoke approval, of municipal police training schools.

2. To certify as qualified, instructors at approved schools.

3. To certify police officers who have satisfactorily completed basic training programs.

4. To cause studies and surveys to be made re municipal police training schools.

5. To cooperate with municipal police training schools in the development of advanced in-service training programs for police officers; and to issue certificates for satisfactory completion of such training programs.

6. To cooperate with universities, colleges, and institutes for the development of courses in police science and police administration.

7. To cooperate with other state agencies concerned with police training.

8. To perform other appropriate acts to carry out his functions.

9. To make reports to the Governor and the Council.

The General Municipal Law is amended as follows:

New section added.

209-2

1. No person shall, after July 1, 1960, receive an original appointment on a permanent basis as a police officer of any county, city, town, village, or police district unless such person has previously been awarded a certificate by the Executive Director of the Municipal Police Training Council, attesting to satisfactory completion of an approved training program; and

2. Every person appointed for a probationary term or on other than a permanent basis as a police officer of any county, city, etc. shall forfeit his position as such unless he previously has satisfactorily completed, or within the time prescribed by regulations promulgated by the governor, satisfactorily completes, a municipal police basic training program for temporary or probationary police officers and is awarded a certificate by such Director attesting thereto.

3. The provisions of No. 1 and No. 2 above shall not apply to a city having a population of one million or more to the extent that such city has, by regulations promulgated by the Governor pursuant to sec. 484 of the Executive Law, been exempted from the provisions of Article 19-F of the Executive Law.

This act shall take effect July 1, 1959, except that the provisions in the General Municipal Law shall take effect July 1, 1960. . . . Courtesy THE NEW YORK CITY POLICE ACADEMY BULLETIN, June 1959.

INDEX TO ADVERTISERS

Advertiser	*Page*
Aluminum Plumbing Fixture Corporation	57
Associated Research, Inc.	73
Amplifier Corporation of America	27
Bloomberg	84
George F. Cake Company	28
Creighton Shirt Company	25
Delehanty Correspondence School	38
Detroit Bullet Trap	27
Eastman Kodak Company	13
Everson-Ross	34
Faurot, Inc.	4
Federal Laboratories	50
Federal Sign and Signal Corporation	3
Graflex	47
Hy Hunter American Weapons Corporation	49
Keeler Polygraph Institute	82
Mt. Vernon Mills	2
National Training Center	55
Nielsen-Rionda, Inc.	37
Public Sports Shops	36
S. H. Richards Company	81
Rogers and Associates	81
Sirchie	83
Sireno Company, Inc.	33
C. H. Stoelting Company	59
Charles C Thomas, Publisher	60, 76, 77
Wentworth-Forman Company, Inc.	48

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